United Nations

Report of the Secretary-General on the Work of the Organization

General Assembly
Official Records • Forty-ninth Session
Supplement No.1 (A/49/1)

Report of the Secretary-General on the Work of the Organization

General Assembly
Official Records • Forty-ninth Session
Supplement No.1 (A/49/1)

United Nations • New York, 1995

NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

ISSN 0082-8173

[Original: English]

[28 February 1995]*

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 13	1
II.	COORDINATING A COMPREHENSIVE STRATEGY	14 - 122	3
	A. Organs of the United Nations	14 - 100	3
	B. Ensuring an adequate financial base	101 - 105	13
	C. Preparing for the fiftieth anniversary	106 - 112	13
	D. United Nations University (UNU)	113 - 122	14
III.	THE FOUNDATIONS OF PEACE: DEVELOPMENT, HUMANITARIAN ACTION AND HUMAN RIGHTS	123 - 396	17
	A. Global development activities	127 - 187	17
	B. Operational activities for development	188 - 258	25
	C. Regional development activities	259 - 315	35
	D. The humanitarian imperative	316 - 368	41
	E. Protection and promotion of human rights	369 - 396	48
IV.	EXPANDING PREVENTIVE DIPLOMACY AND CONFLICT RESOLUTION	397 - 787	53
	A. Implementing "An Agenda for Peace"	397 - 410	53
	B. Preventive diplomacy and peacemaking	411 - 416	54
	C. Peace-keeping in a changing context	417 - 435	55
	D. Current activities in preventive diplomacy, peacemaking and peace-keeping	436 - 632	58
	E. Major comprehensive efforts	633 - 727	80
	F. Cooperation with regional organizations	728 - 739	92
	G. Disarmament	740 - 752	93
	H. Post-conflict peace-building	753 - 787	95
V.	CONCLUSION: A CONTINUING COMMITMENT	788 - 797	101

LIST OF FIGURES

1.	Distribution of appropriations in the programme budget of the United Nations for the biennium 1994-1995	2
2.	General Assembly resolutions and agenda items, 1989-1994	3
3.	Participation of heads of State and Government in the general debate, 1989-1994	4
4.	Security Council: number of formal meetings and consultations of the whole, 1988-1994	5
5.	Security Council: resolutions adopted and statements by the President, 1988-1994	5
6.	Status of contributions as at 15 August 1994	13
7.	Voluntary contributions to various United Nations trust funds, 1991-1993	25
8.	Voluntary contributions (core and non-core) to the United Nations Development Programme and programmes administered by it, 1989-1993	26

---

* Originally issued in a mimeographed version as document A/49/1 of 2 September 1994.

CONTENTS (continued)

Page

9. Summary of the income of the United Nations Children's Fund, 1989-1993 29
10. Voluntary contributions to the United Nations Population Fund (core and non-core), 1989-1993 30
11. Regional commissions: revised appropriations for the programme budget for the biennium 1992-1993 35
12. Department of Humanitarian Affairs comparison of consolidated appeals and responses . . . 43
13. Number of deaths and damage caused by natural disasters in 1992-1993, as reported to the Department of Humanitarian Affairs, Geneva 44
14. Civilian and military personnel in peace-keeping operations as at 30 June 1994 55
15. Internationally and locally recruited staff in peace-keeping missions, 1988-1994 56
16. Total fatalities in peace-keeping operations, 1987-1994 58
17. Civilian fatalities in peace-keeping missions, 1989-1994 58
18. Requests by Member States to the United Nations system for electoral assistance, 1989-1994 98

Map. Peace-keeping operations as at 31 July 1994 59

I. Introduction

1. In September 1992, nine months into my tenure as Secretary-General, I submitted to the General Assembly my first annual report on the work of the Organization, emphasizing the new opportunities before the United Nations in the post-cold-war world. In my second annual report, in September 1993, I stressed the host of new demands for peace-keeping being made upon the Organization as a new dimension of conflict erupted in States around the world. During the period covered by this, my third annual report, I have sought to correct the common misperception of the United Nations as an organization dedicated primarily to peace-keeping. Economic and social questions have long occupied the major part of United Nations efforts. Such work has become all the more important today precisely as conflicts are increasingly recognized to have economic and social origins. The present report, which highlights the signal developments of the past 12 months, also underscores how, in the midst of its efforts to contain and resolve immediate conflicts, the United Nations is deepening its attention to the foundations of peace, which lie in the realm of development.

2. In my 1992 report entitled "An Agenda for Peace" (A/47/277-S/24111), I outlined suggestions for enabling the United Nations to respond quickly and effectively to threats to international peace and security in the post-cold-war world. In our peace operations and in our efforts to face the new dimension of conflict, the United Nations continues to test "An Agenda for Peace" in action every day.

3. Journeying into uncharted territory, the United Nations has encountered vast challenges. Genocide, ethnic cleansing and crimes against humanity of a hideous nature have returned in new forms to haunt the world community. Effective means for putting a permanent end to such atrocities remain to be found. Yet, as this report will show, the world Organization continues to learn how to resolve crises and alleviate suffering in new and desperate situations. Each peace operation has taught us more about handling the range of novel problems — and opportunities — that the post-cold-war era presents.

4. Increasing our responsive capacity to immediate crises clearly is not enough. As ethnic violence plagues many States, corrosive economic and social problems erode the authority and sovereign power of others and spread across political borders. The United Nations must renew and strengthen its commitment to work in the economic and social fields as an end in itself and as the means of attending to the sources of conflicts. In the altered context of today's world, the definition of security is no longer limited to questions of land and weapons. It now includes economic well-being, environmental sustainability and the protection of human rights; the relationship between international peace and security and development has become undeniable. Yet, while we have seen some progress towards peace and conflict management, we have seen little concerted action towards development. In the midst of urgent efforts to deal with outbreaks of violence and sudden disasters, it is the task of the world community to redefine and bring to fulfilment the idea of development as the long-term solution to the root causes of conflict.

5. As part of that effort, I recently presented the General Assembly with a report entitled "An Agenda for Development" (A/48/935). The report explores the multiple dimensions of development and the multiplicity of actors engaged in the development task. Rather than proposing specific solutions, the report seeks to provide a comprehensive framework for thinking about the pursuit of development as a means of building foundations for enduring human progress.

6. Peace, the economy, the environment, society and democracy are interlinked dimensions of development. Peace provides the most secure context for lasting development. A growing economy generates the resources for progress. A protected environment makes development sustainable. Healthy social conditions strengthen the social fabric, reinforcing peace and development. Democracy fosters creativity, good governance and the stability that can maintain progress towards development over time. All five development dimensions function together in an interlocking and mutually reinforcing way. This suggests that development will require vigorous action in line with a comprehensive vision, a vision that incorporates, integrates and facilitates progress all along the entire range of development issues.

7. Looking to the sources of conflict we see that the agenda presented to the United Nations by today's world is greater in complexity and scale than at any other time in the history of the Organization. The task is daunting and may indeed seem overwhelming as we step into the future without history's guide and in the presence of so much stress, misery and violence. This is not cause for despair,

however, but for the utmost dedication, determination and lively commitment. The dimensions of development are in reality concepts that express the highest aspirations of human life. In attending to the sources of conflict through the pursuit of a comprehensive vision of development, we have the opportunity to realize greater potential for all humanity than ever before.

8. For the United Nations, this translates into an opportunity to bring together, in a strongly coherent and unified fashion, the original aims of the world Organization. Peace, justice, human rights and development — the original aims expressed in the Charter of the United Nations — can all be pursued most effectively within a comprehensive vision. The new international context and the multidimensional nature of the challenge call for multilateral action and an integrated approach. In both mission and mandate, the United Nations is uniquely suited to the task, encompassing all dimensions of the development challenge.

9. As a forum for discussion and awareness-raising, as a tool for cooperation and decision-making, and as a vehicle for promoting multilateral action, the United Nations can help to forge the necessary global consensus. The world Organization also has the capacity to set internationally agreed standards and to undertake operations through its global network of field offices. In those respects, there is no alternative to the United Nations as an active force for development.

10. To that end, the World Summit for Social Development, to be held at Copenhagen in 1995, and the upcoming fiftieth anniversary year of the founding of the United Nations present historic opportunities that must be grasped.

11. The World Summit for Social Development affords the world community an opportunity for enhanced international cooperation on the social dimension of development. As globalization transforms our world in many positive ways, social ills such as crime, disease, drugs, unchecked migration, poverty, unemployment and social disintegration have emerged on a regional and international scale. The magnitude of those challenges, coupled with the reality that advanced communications and global commerce have blurred national boundaries, renders States and their Governments less and less able to face or solve these problems alone. The United Nations, its Member States and other actors in the world community must take the Summit as an opportunity to construct an international consensus on social development and to commit themselves to a practical plan for international action.

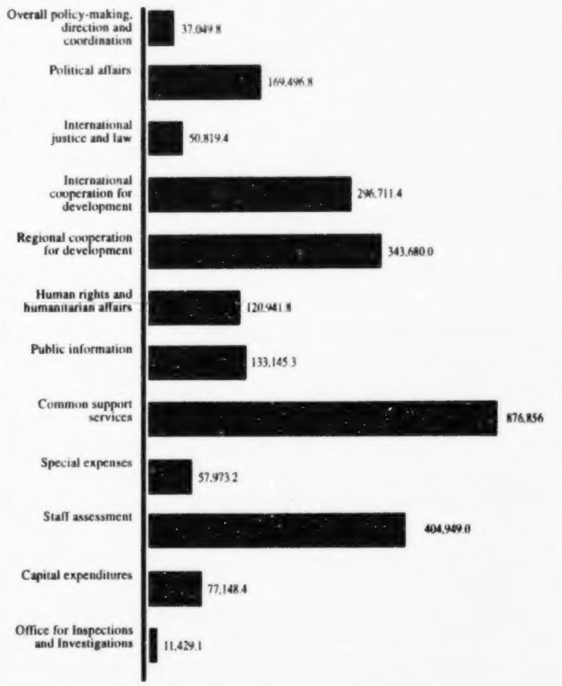
12. The fiftieth anniversary of the founding of the Organization invites the United Nations, its Member States and the peoples of the world to appreciate and strengthen the accomplishments of the past, to recognize and meet the challenges of the present, and to design and implement a plan for the United Nations of the future. Drawing from the lessons of the past and the challenges of the present, we have the potential to create new ways to use the original mechanisms provided by the Charter within the emerging global context. Above all, the fiftieth anniversary year represents an exhilarating challenge and an invaluable opportunity to forge a global consensus behind development, in all of its dimensions, as the most lasting foundation for international peace and security and as the greatest hope for all humanity.

13. It is with this sense of profound opportunity, and in accordance with Article 98 of the Charter, that I submit the present annual report as a document for reflection at this critical time in the history of the world Organization. The structure of the report has been designed to enable the entities comprising the Organization and the Governments and peoples it serves to assess intellectually, morally and institutionally the role of the United Nations in the worldwide collaborative effort towards enduring human progress.

FIGURE 1

Distribution of appropriations in the programme budget of the United Nations for the biennium 1994-1995

(Thousands of United States dollars)



II. Coordinating a comprehensive strategy

A. Organs of the United Nations

14. The expansion of United Nations activities is being translated into increased responsibilities for most organs of the United Nations.

1. GENERAL ASSEMBLY

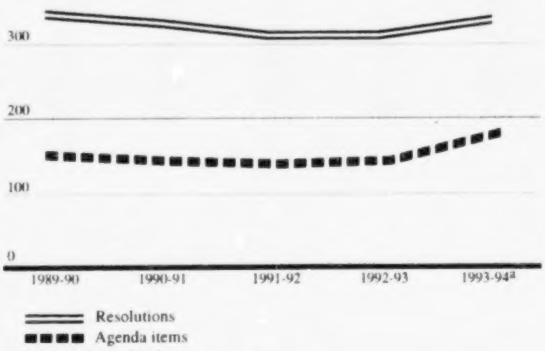
15. The General Assembly is playing an increasingly wide-ranging and comprehensive role in world affairs.

16. As a result of the adoption by the General Assembly of resolution 47/233 of 17 August 1993, starting with the forty-eighth session, the Main Committees of the General Assembly are: the Disarmament and International Security Committee (First Committee), the Special Political and Decolonization Committee (Fourth Committee), the Economic and Financial Committee (Second Committee), the Social, Humanitarian and Cultural Committee (Third Committee), the Administrative and Budgetary Committee (Fifth Committee) and the Legal Committee (Sixth Committee).

17. While the forty-eighth session of the General Assembly closes the day before commencement of the forty-ninth session, on 19 September 1994, the statistics given in the present report cover the work of the Assembly only until the end of July 1994. The number of meetings held by the Assembly, its General Committee and Main Committees until the end of July 1994 totalled 394, as compared with 426 during the forty-seventh session. The number of meetings held by the working groups remained fairly constant: 72 during the forty-eighth session, as compared with 78 during the forty-seventh. The number of informal meetings held by the Main Committees decreased from 324 during the forty-seventh session to 218 during the forty-eighth.

18. The number of items inscribed on the agenda of the forty-eighth session showed an increase: the forty-seventh session concluded its work with 157 items on its agenda; the forty-eighth session has 180 items inscribed on its agenda. This led to a corresponding increase in the number of resolutions adopted by the General Assembly, from 306 during the forty-seventh session to 327 during the forty-eighth (see fig. 2). Confirming its trend to adopt more and more resolutions without a vote, during its forty-eighth session, the Assembly adopted 80 per cent of its resolutions without a vote or by consensus, an increase of 5 per cent over the previous session.

FIGURE 2
General Assembly resolutions and agenda items, 1989-1994



a As at 29 July 1994

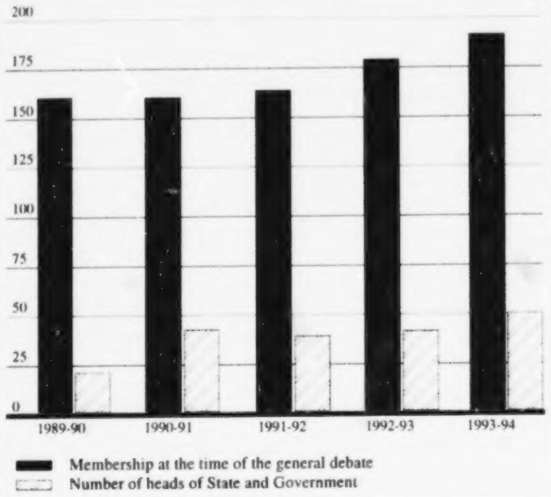
19. The participation of heads of State and Government in the general debate of the General Assembly has doubled between the forty-fourth and forty-eighth sessions (see fig. 3).

20. The General Assembly, recognizing the need for improving its working methods, adopted a set of guidelines on the rationalization of its agenda (resolution 48/264).

21. The establishment by the General Assembly of the Open-ended Working Group on the Question of Equitable Representation on and Increase in the Membership of the Security Council (resolution 48/26) began intensive consultations on the composition, size and working procedures of the Security Council and its relation with the General Assembly. The discussions in the Working Group were constructive but did not result in concrete recommendations, leaving the matter open for further discussions.

22. At its forty-eighth session, the General Assembly approved, for the first time in many years, the credentials of Israel without any challenge, reflecting the changing situation in the Middle East. The Assembly also adopted resolution 48/58 of 14 December 1993 expressing full

FIGURE 3
Participation of heads of State and Government in the general debate, 1989-1994



support for the continuation of the Middle East peace process.

23. Following the establishment of a democratic and united non-racial South Africa, the credentials of South Africa were approved unchallenged. At the 95th plenary meeting of the General Assembly, on 23 June 1994, the South African delegation resumed its participation in the work of the Assembly, which, on that occasion, terminated the mandate of the Special Committee against Apartheid and removed the question of apartheid from its agenda (resolution 48/258).

24. During the period under review, the General Assembly mandated intensive consultations on "An Agenda for Development" (A/48/935; see also para. 5), the United Nations New Agenda for the Development of Africa in the 1990s and the financing of operational activities for development, signalling the growing importance and urgency of development issues. In June 1994, the President of the Assembly, having received my report entitled "An Agenda for Development", conducted hearings on development, in a new ground-breaking format, with a view to contributing to the consideration of the question at the forty-ninth session. I am confident that General Assembly resolution 48/162 of 20 December 1993 on restructuring and revitalizing the United Nations in the economic, social and related fields will lead to a more efficient division of labour between the Assembly and the Economic and Social Council, particularly as regards eliminating the duplication of work in reports to those United Nations organs.

25. Further to its endorsement of the Vienna Declaration and Programme of Action adopted at the World Conference on Human Rights, held at Vienna from 14 to 25 June 1993, the General Assembly created the post of United Nations High Commissioner for Human Rights to promote and protect the effective enjoyment by all of all civil, cultural, economic, political and social rights. The Assembly approved my appointment of Mr. José Ayala Lasso to the new post.

26. Culminating several years of negotiations begun under my predecessor and continued under my good offices, the General Assembly adopted on 28 July 1994 and opened for signature on 29 July, an Agreement relating to the implementation of Part XI of the United Nations Convention on the Law of the Sea of 10 December 1982 (resolution 48/263) (see also para. 77 below).

27. In order to assist the Secretary-General in fulfilling his internal oversight responsibilities regarding the resources and staff of the Organization, the General Assembly established an Office of Internal Oversight Services, headed by an Under-Secretary-General, and approved my appointment of Mr. Karl Theodor Paschke to that post.

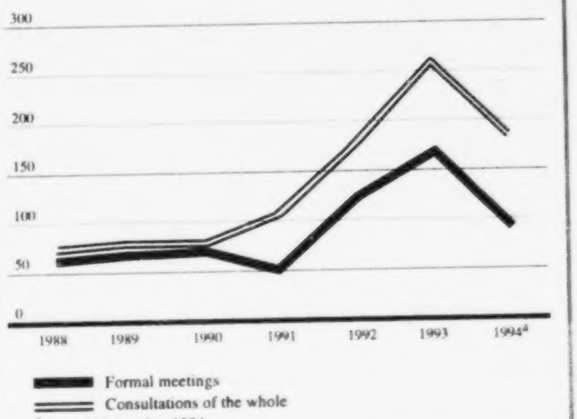
28. The General Assembly approved by consensus the programme budget for the biennium 1994-1995 and an appropriation of $2,580,200,200. The extremely severe financial situation of the United Nations left me no alternative but to implement some restrictions on the work of servicing the Assembly, the Security Council and their committees and subsidiary bodies. I informed Member States that, except in emergencies, meetings could not be serviced in the evenings, at night or during weekends. The flexibility and increased responsiveness on the part of the Secretariat staff to those conditions of great stringency have made it possible for the Council and the Assembly to continue to meet as often as necessary in order to fulfil their heavy responsibilities during the period. The work of the Assembly is reflected throughout the present report, across the full range of issues involving the world Organization.

2. SECURITY COUNCIL

29. Given the complexity in the international situation and the deterioration of peace and security in many parts of the world, the Security Council continues to meet frequently in formal and informal meetings. The number of formal meetings decreased from 171 in 1993 to 98 in the first eight months of this year, and consultations of the whole declined from 253 to 180 in the same period (see fig. 4). These figures do not reflect a diminution in the Council's activities, but a somewhat different pattern of work. For example, the Council has evolved the useful device of setting up working groups of the whole, which meet at

expert level, to finalize texts of draft resolutions and Presidential statements (see fig. 5). In effect, the Council is required to meet on an almost continuous basis in order to respond to rapidly evolving situations as well as to monitor the various peace-keeping operations on the basis of my reports.

FIGURE 4
Security Council: number of formal meetings and consultations of the whole, 1988-1994



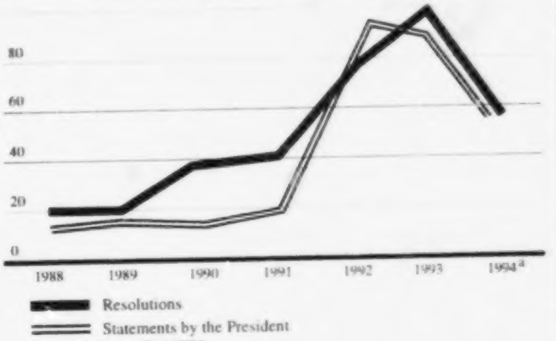
[a] As at 1 September 1994

30. The vastly enhanced activities of the Security Council have generated a justifiable interest in its work among the States Members of the United Nations in particular and the international community in general. This was evident from the increased participation in the consideration in the General Assembly of the item relating to the annual report of the Security Council. In previous years, the item attracted only limited attention. At the forty-eighth session, however, numerous delegations made statements on it. One of the principal demands of Member States is for more transparency in the working methods of the Security Council. There is also a near universal demand for the expansion in the membership of the Council. In addition, there is some concern at the tendency in the Council to deal with issues, such as humanitarian questions and human rights, that are regarded as falling outside its purview and should be handled by other competent organs of the United Nations.

31. The Security Council has established a working group to consider improvements in its working methods with a view, *inter alia*, to making them more transparent. One of the decisions of the Council, following the recommendations of the working group, is to publish the detailed agenda of its meetings in the daily *Journal of the United Nations*.

32. There has been an increase in the number of subsidiary organs of the Security Council, particularly by the establishment of sanctions committees. There are currently five Security Council committees on sanctions, namely, the Committee established by resolution 661 (1990) concerning the situation between Iraq and Kuwait; the Committee established pursuant to resolution 724 (1991) concerning Yugoslavia; the Committee established pursuant to resolution 748 (1992) concerning the Libyan Arab Jamahiriya; the Committee established pursuant to resolution 751 (1992) concerning Somalia; and the Committee established pursuant to resolution 841 (1993) concerning Haiti. Some of these committees have to handle large volumes of work. For example, the Committee on Yugoslavia had to deal with more than 34,000 communications in 1993 and more than 45,000 communications so far in 1994. The Secretariat does not have adequate resources to process such huge volumes of communications expeditiously, with the result that there is a serious backlog in many cases. There have been many complaints from requesting Governments and international organizations about the delays in responding to those requests. The committees have decided to devolve a great deal of the work to their respective secretariats under the "no objection" procedure. This has, however, resulted in a further burden on the Secretariat.

FIGURE 5
Security Council: resolutions adopted and statements by the President, 1988-1994



[a] As at 1 September 1994

33. Because of the increasing magnitude and the complexity of the agenda of the Security Council, its members request more and more detailed information from the Secretariat. There has been a noticeable tendency in the Council to focus in greater detail on the conduct of peace-keeping operations. Members of the Council cannot be expected to have either the time or the expertise to deal with what are often marginal military and logistics matters.

With a view to assisting the Council in its deliberations by keeping it informed about the latest developments, my Special Adviser, Under-Secretary-General Chinmaya Gharekhan, serves as my personal representative to the Council and attends all its meetings, representing me when I am unable to attend.

34. The work of the Security Council in maintaining or restoring international peace and security is set forth in detail in chapter IV of the present report.

3. ECONOMIC AND SOCIAL COUNCIL

35. The Economic and Social Council has responsibility for coordination and overall guidance of the activities of the United Nations in the economic and social fields. The strengthened role of the Council in that sphere, complemented by the creation of new, smaller executive boards for the supervision of the activities of the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF), has established the basis for more effective intergovernmental guidance for the more coherent governance of operational activities for development and the economic and social work of the system.

36. In 1994, the Economic and Social Council held four plenary sessions at Headquarters. Following the election of the Bureau on 25 January, the organizational session was held from 1 to 4 February. The resumed organizational session, for the purpose of elections to the Council's subsidiary bodies, took place on 19 and 20 April. The substantive session of 1994 was held from 27 June to 29 July. The Council also held a special session on 6 June for the purpose of discussing a draft decision of the Commission on Human Rights on the situation in Rwanda. Twelve subsidiary bodies of the Council held annual sessions during the period from 1 September 1993 to 1 May 1994.

37. During its substantive session of 1994, the Economic and Social Council focused its high-level segment on "An Agenda for Development" in the light of my report on the subject (A/48/935). While there was no general support for the establishment of a new intergovernmental mechanism, Member States called for the present machinery to be employed more effectively than at present, particularly at Headquarters, to meet the challenge of development. At the field level, Member States recommended strengthening the resident coordinator system. They also called for a stronger role for the United Nations in development, including in the operational field. The comparative advantage of the United Nations in building consensus for globally relevant development decisions and in its strong presence in the field were also stressed. I will draw upon these and other suggestions of the Council in my further report on "An Agenda for Development" to be submitted to the General Assembly for its consideration at the forty-ninth session.

38. The Economic and Social Council this year also addressed the themes of science and technology for development and narcotic drugs, and developed recommendations for the strengthening of inter-agency coordination in those two areas. The Council has also undertaken a general review of current arrangements for consultations with non-governmental organizations.

39. At its second session, from 16 to 27 May 1994, the Commission on Sustainable Development discussed the progress in the implementation of Agenda 21, adopted by the United Nations Conference on Environment and Development in June 1992. The Commission gave special consideration to the cross-sectoral components of Agenda 21, the critical elements of sustainability and the financial resources and mechanisms required for the implementation of Agenda 21.

40. Several States supported the preparatory process for the second session of the Commission on Sustainable Development by hosting meetings on sectoral issues in accordance with the Commission's multi-year thematic programme of work. Fifty Member States submitted national reports and the non-governmental community continued its active involvement in the work of the Commission. Commitments on financial resources and transfers of technology to developing countries, however, are not being fulfilled adequately. The Commission is thus endeavouring to maintain the political momentum generated by the adoption of Agenda 21 and to promote the implementation of commitments, particularly on resource and technology transfers, not yet put into effect.

41. The Committee on the Elimination of Discrimination against Women completed a full session in January. As a human rights treaty body, the Committee addressed issues of equality in marriage and family relations, and formulated recommendations on issues before the International Conference on Population and Development, to be held at Cairo in September 1994.

42. The Commission on the Status of Women, acting as a preparatory body for the Fourth World Conference on Women, to be held at Beijing in September 1995, continued work on the draft final document for the Conference. The document will place special emphasis on poverty, education and health as critical areas of concern. The Commission also examined measures to further the implementation of the Declaration on the Elimination of Violence against Women.

4. TRUSTEESHIP COUNCIL

43. The Trusteeship Council, in accordance with Article 86 of the Charter, is composed of five Member States, China, France, the Russian Federation, the United Kingdom of Great Britain and Northern Ireland and the United States of America. Under the terms of Articles 83 and 87 of the Charter, the function of the Trusteeship Council is to assist the Security Council or the General Assembly in carrying out their responsibilities with respect to the International Trusteeship System. Throughout its history, the Council has fulfilled its responsibilities, reviewing the situation in and dispatching regular visiting missions to Trust Territories. This year, Palau remains the only entity under the Trusteeship Agreement of 1947.

44. On 9 November 1993, the Government of Palau held the eighth plebiscite on the Compact of Free Association with the United States of America. The United Nations Visiting Mission observed the plebiscite, which resulted in the approval of the Compact, with 68 per cent of Palauans voting in favour.

45. During the closure of the sixtieth session of the Trusteeship Council, in January 1994, the United States, as the Administering Authority for Palau, informed the Council that its Government and the Government of Palau intended to implement the Compact of Free Association as quickly as possible. Planning for the smooth transition to Palau's new status is under way.

46. With the end of the Trusteeship Agreement for Palau, the amendment to the rules of procedure of the Trusteeship Council contained in Council resolution 2200 (LXI) of 25 May 1994 will become operational and the Council will meet as and where occasion may require. Nevertheless, I recommend that the General Assembly proceed with steps to eliminate the organ, in accordance with Article 108 of the Charter.

5. INTERNATIONAL COURT OF JUSTICE

47. In 1993-1994, the International Court of Justice had a record number of 13 cases before it, 12 of which were cases in contention involving States from nearly every region in the world. One involved a request to the Court for an advisory opinion. In the period under review, judgement was rendered in two cases and an Order on requests for the indication of provisional measures has been made in a third. Hearings have been held on the requests for the indication of provisional measures and, in another case, on questions of jurisdiction and admissibility. Written pleadings of great volume have been filed within the prescribed time-limits in other cases.

48. In September 1993, the World Health Organization (WHO) laid before the Court a request for an advisory opinion on the legality of the use of nuclear weapons by a State in armed conflict. The Court issued an Order setting the time-limit within which written statements relating to the question might be submitted by WHO and by those Member States entitled to appear before the Court.

49. Also in September, the Court issued an Order in the case concerning the *Application of the Convention on the Prevention and Punishment of the Crime of Genocide (Bosnia and Herzegovina v. Yugoslavia (Serbia and Montenegro))*, which declined a second request made by Bosnia and Herzegovina for the indication of provisional measures. The Order also declined a similar request made by Yugoslavia (Serbia and Montenegro) for an injunction that would require Bosnia to take all measures within its power to prevent the commission of genocide against Bosnian Serbs.

50. In its Order, the Court emphasized that in that case it had prima facie jurisdiction to order interim measures only within the scope of the jurisdiction conferred upon it by the Convention on the Prevention and Punishment of the Crime of Genocide. As it was not entitled to deal with broader claims, the Court declined Bosnian requests to interdict plans to partition Bosnian territory, to declare annexation of Bosnian territory to be illegal and to hold that Bosnia must have the means to prevent acts of genocide and partition by obtaining military supplies.

51. The Court held that: "the present perilous situation demands, not an indication of provisional measures additional to those indicated by the Court's Order of 8 April 1993, but immediate and effective implementation of those measures".

52. The Court reminded the parties to the case of their obligation to take the provisional measures "seriously into account". In a further Order the Vice-President of the Court set new time-limits for the subsequent written procedure on the merits.

53. In September 1993, the parties in the case concerning *Certain Phosphate Lands in Nauru (Nauru v. Australia)* informed the Court that they had reached a settlement. The Court issued an Order recording the discontinuance of the proceedings and directing the removal of the case from the Court docket.

54. In December 1993, the United States of America filed preliminary objections to the jurisdiction of the Court in the case concerning *Oil Platforms (Islamic Republic of Iran v. United States of America)*. In January 1994, the President of the Court set a time-limit for the presentation of a written statement by the Islamic Republic of Iran on those preliminary objections.

55. On 3 February 1994, the Court delivered its Judgment in the case concerning the *Territorial Dispute (Libyan Arab Jamahiriya/Chad)*. The Court found that the boundary between the Libyan Arab Jamahiriya and Chad was defined and determined by the Treaty of Friendship and Good Neighbourliness concluded on 10 August 1955 by France and the Libyan Arab Jamahiriya.

56. In its resolution 915 (1994) of 4 May 1994, the Security Council established the United Nations Aouzou Strip Observer Group (UNASOG), to observe the implementation of the Agreement signed at Surt, the Libyan Arab Jamahiriya, on 4 April 1994, between the Republic of Chad and the Libyan Arab Jamahiriya, where the parties pledged themselves to abide by the Judgment of the International Court of Justice. The Security Council's decision to establish UNASOG is a good example of the United Nations helping parties to implement a Judgment of the Court.

57. In a ceremony held at Aouzou Village on 30 May 1994, the Chief Military Observer of UNASOG affixed his signature as a witness to the Joint Declaration between the two Governments stating that withdrawal of the Libyan administration and forces from the Aouzou Strip had been effected as at that date. By its resolution 926 (1994) of 13 June 1994, the Security Council terminated the mandate of UNASOG.

58. The Court held hearings on questions of jurisdiction and admissibility in the case concerning *Maritime Delimitation and Territorial Questions between Qatar and Bahrain* in February and March. The Court is at present deliberating the case.

59. On 29 March 1994, Cameroon instituted proceedings against Nigeria in a dispute concerning the question of sovereignty over the peninsula of Bakassi. Cameroon requested the Court to determine the course of the maritime frontier between the two States.

60. In addition to the seven cases described above, the following cases were on the docket of the International Court of Justice during the period under review:

(a) *Aerial Incident of 3 July 1988 (Islamic Republic of Iran v. United States of America)*;

(b) *East Timor (Portugal v. Australia)*;

(c) *Maritime Delimitation between Guinea-Bissau and Senegal*;

(d) *Questions of Interpretation and Application of the 1971 Montreal Convention arising from the Aerial Incident at Lockerbie (Libyan Arab Jamahiriya v. United Kingdom)*;

(e) *Questions of Interpretation and Application of the 1971 Montreal Convention arising from the Aerial Incident at Lockerbie (Libyan Arab Jamahiriya v. United States of America)*;

(f) *Gabcíkovo-Nagymaros Project (Hungary/Slovakia)*.

61. On 10 February 1994, the Court elected Mr. Mohammed Bedjaoui (Algeria) as its President, and Mr. Stephen M. Schwebel (United States of America) as its Vice-President. The other Judges in the International Court of Justice are Mr. Shigeru Oda (Japan), Mr. Roberto Ago (Italy), Sir Robert Yewdall Jennings (United Kingdom), Mr. Nikolai Konstantinovich Tarassov (Russian Federation), Mr. Gilbert Guillaume (France), Mr. Mohamed Shahabuddeen (Guyana), Mr. Andrés Aguilar Mawdsley (Venezuela), Mr. Christopher Gregory Weeramantry (Sri Lanka), Mr. Raymond Ranjeva (Madagascar), Mr. Géza Herczegh (Hungary), Mr. Shi Jiuyong (China), Mr. Carl-August Fleischhauer (Germany) and Mr. Abdul G. Koroma (Sierra Leone).

6. SECRETARIAT

62. In order to improve the Secretariat's delivery of administrative and support services to the Organization, a plan for the reorganization of the Department of Administration and Management was submitted to the General Assembly at its resumed forty-eighth session, in June 1994. The plan aims at achieving a lean, streamlined department with clear lines of responsibility and accountability. The goal is a better integrated department with the creation of a consolidated front office comprising the Under-Secretary-General and the three Assistant Secretaries-General with supporting staff. The Assistant Secretary-General for Human Resources Management serves as the manager for personnel administration, resource identification and planning, and career management and development. The Assistant Secretary-General for Conference and Support Services manages those services and in addition carries out the functions of United Nations Security Coordinator. The Assistant Secretary-General for Programme Planning, Budget and Accounts, the Controller, exercises managerial responsibilities in those three interrelated finance areas.

63. With the growing number of peace-keeping and related field missions, the Organization now administers more staff in the field than at Headquarters. This has in effect required adjustments to virtually all aspects of personnel administration. In particular, the Secretariat has instituted new rules and procedures for recruitment for

limited durations, to facilitate the administration of peace-keeping and other mission staff.

64. Whether assigned to field missions or to other mandated programmes, the staff of the United Nations must be given the tools to make this an efficient and modern Organization. A comprehensive programme of management training, aimed at developing the leadership and managerial capacity within the Secretariat, has been launched with a series of management seminars for all director-level staff. The programme is being expanded to other management levels.

65. Attracting talented and qualified candidates to join the Organization is another means of ensuring that the staff will respond to today's challenges. Since June 1994, the freeze on recruitment has been lifted, allowing the Organization to launch targeted campaigns aimed at recruiting well-qualified candidates. The national competitive examinations have provided an excellent tool for selecting the best talent available in a given country for Junior Professional positions. The Secretariat expects to recruit 30 to 40 candidates by the end of 1994.

66. The equitable representation of the membership in the staff of the Secretariat continues to be a major concern. To meet that concern, the Organization will place special emphasis on the recruitment of candidates from States that are unrepresented or underrepresented in the Secretariat. As regards the improvement of the status of women in the Secretariat, a programme addressing all aspects of the question — the recruitment, advancement and conditions of service of women at all levels, particularly in senior and policy-making positions — is becoming a permanent feature of human resource management in the United Nations. Finally, the question of the equitable representation of developed and developing countries at all levels, especially at senior levels, is continually borne in mind in the selection of staff.

67. The Secretariat has designed a new system for the evaluation of staff performance. An experimental testing of the system has commenced. Under the system, the Secretariat will complete performance evaluations on an annual basis.

68. It is more than ever true that the Organization's human resources are its most precious asset. The Organization must therefore be able not only to attract the best staff to its service, but to retain them through the offer of competitive conditions of service. The Administrative Committee on Coordination has on a number of occasions expressed its concern at the growing lack of competitiveness of the conditions of service of staff of the United Nations system as compared with those of bilateral and other multilateral financial and aid agencies, and has urged the International Civil Service Commission to make proposals to the General Assembly with a view to introducing changes in the system currently in place to determine remuneration of staff so as to restore competitiveness.

69. Personal security is another important condition of service. Concomitant with an increase in the global activities of the Organization has been an increase in threats to the security of both United Nations personnel and premises. The Secretariat has been developing and implementing measures and standards for security at all duty stations to ensure the safety of those working environments.

70. Work on the elaboration of an international convention dealing with the safety and security of personnel participating in United Nations peace-keeping and other operations is being actively conducted in the framework of an ad hoc committee established by the General Assembly at its last session. Important differences remain as regards the nature of the operations and the categories of personnel that should come within the purview of the future convention. There is, in particular, no agreement on whether operations conducted in whole or in part under Chapter VII of the Charter should be covered, nor on the categories of "associated personnel" (i.e., non-United Nations personnel involved in an operation) to be included. A substantial measure of agreement, however, seems to have been reached on the criminal law provisions (based on the "extradite or prosecute" principle) and a generally acceptable balance appears to be emerging between, on the one hand, coverage of the rights and obligations of host and transit States and, on the other, recognition given to the norms applicable to United Nations and associated personnel. I am of the firm conviction that all United Nations personnel must be protected, not only those operating under a particular Security Council mandate.

71. The Secretariat has given high priority to strengthening the technological infrastructure at all major duty stations. Enhanced technological infrastructure is required to support regular administrative and economic and social activities of the Organization, as well as peace-keeping, human rights and humanitarian efforts. The Secretariat submitted to the General Assembly a project to establish a telecommunications network for activities in areas where communications facilities are at present inadequate or lacking. Another significant technological project undertaken by the Secretariat is the Integrated Management Information System, the implementation of which will help to standardize and rationalize management and administration across all duty stations.

72. The heightened role of the United Nations as a focus for multilateral international dialogue has placed a heavy

strain on the conference-servicing resources of the Organization. At the same time, it has provided an impetus to efforts to increase efficiency and productivity through new methods of work and innovative applications of technology.

73. The Office of Legal Affairs, the legal arm of the Secretariat, headed by Mr. Hans Corell, provided legal services in a wide-ranging area of activities throughout the Organization. The Office is the Secretariat unit responsible for the organization and agenda of the United Nations Congress on Public International Law to be held within the framework of the United Nations Decade of International Law. This event, the first of its kind, will bring together lawyers from all regions of the world. The Congress will be held under the general theme "Towards the Twenty-First Century: International Law as a Language for International Relations" and will convene at Headquarters in March 1995, thus coinciding with the mid-point of the United Nations Decade, as well as the fiftieth anniversary of the Organization.

74. Through its International Trade Law Branch, the Office of Legal Affairs assists the United Nations Commission on International Trade Law in the elaboration of modern and harmonized laws as well as non-legislative texts aimed at facilitating international trade. Among the primary issues addressed have been model legislation governing procurement of goods, construction and services by public entities; draft legislation on independent bank guarantees and stand-by letters of credit; draft legislation on electronic data exchange; and draft guidelines to assist arbitrators and parties in their arbitral proceedings.

75. The Office of Legal Affairs has advised and assisted operational departments on the negotiation and drafting of appropriate legal arrangements for peace-keeping operations, enforcement actions and good offices missions, mainly through the negotiation and conclusion of status-of-forces agreements, exchanges of letters and memoranda of understanding. It has also given advice in new areas such as the provision of military equipment and air transport services in the context of field operations.

76. The upcoming entry into force of the United Nations Convention on the Law of the Sea has generated a host of activities for the Office in preparation for the event. The Office continues to service the Preparatory Commission in the establishment of the institutions created by the Convention, namely, the International Seabed Authority and the International Tribunal for the Law of the Sea.

77. Facing the imminent entry into force of the Convention on 16 November 1994, the Secretary-General convened three rounds of informal consultations on the outstanding issues related to the deep seabed mining provisions of the Convention. As a result of intensive efforts, the Secretary-General was able to conclude the consultations with the adoption on 28 July 1994 by the General Assembly of an Agreement relating to the Implementation of Part XI of the United Nations Convention on the Law of the Sea of 10 December 1982. The Agreement seeks to overcome difficulties that have been cited as the reason for the reluctance of many States, particularly the developed countries, to become parties to the Convention. The Agreement fulfils the wish of the international community that the way be opened to universal participation in the Convention.

78. The entry into force of the Convention has brought into sharper focus the depository and other functions entrusted to the Secretary-General by it.

79. During 1994 two substantive sessions of the United Nations Conference on Straddling Fish Stocks and Highly Migratory Fish Stocks were convened by the General Assembly as a follow-up to the United Nations Conference on Environment and Development, with a mandate to identify and assess existing problems related to the conservation and management of the stocks under study, to consider means of improving fisheries cooperation among States and to make appropriate recommendations. The fourth session of the Conference concluded on 26 August 1994, with the submission by the Chairman of a 48-article negotiating text that could form the basis for a legally binding, global instrument intended to ensure the long-term conservation and management of the two types of fish stocks. The Conference recommended that the General Assembly approve the convening of two further sessions in 1995 to conclude work on the negotiating text.

80. With support from the Office of Legal Affairs, the International Law Commission, the body entrusted with primary responsibility for the codification and progressive development of international law, adopted at its recently concluded forty-sixth session a draft statute for a permanent international criminal court to be considered by the General Assembly at its forty-ninth session. The establishment of such a court would be a major contribution to the rule of law and would complete work begun by the United Nations almost half a century ago. As envisioned in the draft adopted by the International Law Commission, the international criminal court would be established by treaty and would be a permanent institution that would act when called upon to consider a case. The jurisdiction of the court would encompass serious crimes of international concern, including genocide, aggression, war crimes, crimes against humanity, terrorism and illicit drug trafficking. State acceptance is recognized as a precondition to the exercise of jurisdiction by the court, with the notable exception of the crime of genocide with respect to States parties to the Convention on the Prevention and Punishment of the Crime

of Genocide. The international criminal court would have discretion to decline jurisdiction in cases that could be effectively handled by a national court.

81. The Department of Public Information, headed by Mr. Samir Sanbar, has established stronger links with diverse media around the world. With the increasing involvement of the Organization in the world's trouble spots and in the management of an array of global problems, the need to communicate effectively has become imperative.

82. The media, researchers and the public now may access United Nations material through INTERNET and other electronic networks. Today, United Nations press releases and documents are available to 18 million such users. The Dag Hammarskjöld Library, now part of the Department of Public Information, is a growing provider of electronic information.

83. The United Nations Radio Bulletin Board, established by the Department, allows the media, the public and the diplomatic community to access United Nations news via a computer-based audio news system and regular telephone line.

84. The continuum of United Nations conferences in 1994 and 1995 and the specific issues under discussion at these and other major meetings on economic and social questions are highlighted in the Department's new series of bulletins, *Development Update*.

85. The United Nations Office at Geneva, under Director-General Vladimir Petrovsky, has been addressing questions related to human rights, humanitarian operations, trade and development, as well as major environment, disarmament and security-related matters.

86. As a focal point for United Nations activities in Europe, the United Nations Office at Geneva has acted as a catalyst for regional cooperation among Member States, non-governmental organizations and academic communities. The Office continued to strengthen cooperation with European-based specialized agencies, the Economic Commission for Europe (ECE) and Geneva-based United Nations programmes, and has developed more fully its role as a centre for conference-servicing and diplomacy.

87. During the period under review, the Geneva Conference Services Division, without an increase in personnel, supported a growing number of meetings involving increasing interpretation and translation requirements. From September 1993 to July 1994, 2,832 meetings were serviced with interpretation (including 95 outside Geneva) and 3,957 meetings without interpretation (including 33 outside Geneva).

88. Apart from servicing the established bodies of the Office, the Palais des Nations was host to important political and peace-keeping related meetings, such as the International Conference on the Former Yugoslavia, the United Nations Compensation Commission, the Indonesia-Portugal meeting on East Timor, the meeting of the Georgia-Abkhazia and the Nagorny Karabakh parties and the talks on Yemen. The Director-General of the United Nations Office at Geneva has acted as personal representative of the Secretary-General at high-level consultations and meetings of a political, diplomatic, academic and economic nature not only in Europe, but also in Africa and Asia, thus linking the Office's activities and cooperation with those regions. This year, he has undertaken 14 missions of that nature, acting on behalf of the Secretary-General.

89. The United Nations Office at Geneva maintains close relations with and provides financial, personnel, general administrative and conference services to the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations High Commissioner for Human Rights and the Centre for Human Rights, the United Nations Conference on Trade and Development (UNCTAD), the Department of Humanitarian Affairs and ECE, as well as to different Secretariat bodies such as the United Nations Institute for Disarmament Research (UNIDIR), the United Nations Research Institute for Social Development (UNRISD) and the United Nations Institute for Training and Research (UNITAR).

90. The United Nations Office at Geneva has developed a close relationship with a wide range of non-governmental organizations (NGOs). About 500 such organizations enjoying consultative status with the Economic and Social Council have an office or an accredited permanent representative at the United Nations Office at Geneva. The Office provides a range of services to them, including arranging meetings between their representatives and relevant sections of the Secretariat, facilitating representatives' attendance at various United Nations meetings and providing advice and documentation on questions submitted by the organizations. The United Nations Office at Geneva also provides assistance to various United Nations departments and bodies, permanent missions and other government representatives on all aspects of cooperation with NGOs. The NGO Liaison Office maintains a reference library of their publications.

91. The United Nations Office at Vienna, under Director-General Giorgio Giacomelli, serves functions related to crime prevention and cooperation in space activities and is an important meeting-place and support centre for peace-

keeping operations in the region. Over the past year, 850 United Nations meetings have taken place at Vienna, in addition to 1,250 conferences, workshops and expert groups of the United Nations Industrial Development Organization (UNIDO), the International Atomic Energy Agency (IAEA) and other United Nations system organizations serviced by the United Nations Conference Services staff. The United Nations Office at Vienna has been asked to host talks between Croatian and local Serb authorities, to arrange donor conferences for the reconstruction of Sarajevo and to arrange management workshops for civilian police station commanders in the former Yugoslavia.

92. The Office also serves as a site for regional and subregional issues such as the UNDP/European Union Coordination Unit for the Environmental Programme for the Danube River Basin. A joint United Nations Office at Vienna/UNDP Programme for Reconstruction of War-torn Communities in Croatia and Bosnia is under way. In 1994, Vienna was designated the European Regional Office for the United Nations Postal Administration (UNPA). In addition, a unified conference service has been agreed to with UNIDO and certain of its administrative functions have been transferred to Vienna.

93. The United Nations Office at Vienna hosts the work of the Commission on Crime Prevention and Criminal Justice and the United Nations International Drug Control Programme (see paras. 245-251 below). The Crime Prevention and Criminal Justice Branch is oriented towards operational activities and technical assistance to developing countries and countries in transition. Efforts are focused on promoting criminal justice systems based upon the rule of law and taking United Nations norms, standards and model treaties into account. Assistance in the planning and formulation of national criminal justice policies, training criminal justice personnel and establishing information networks and databases is also a priority.

94. The Crime Prevention and Criminal Justice Branch also contributes to peace-keeping and peacemaking missions such as those in Cambodia, El Salvador, Somalia and the former Yugoslavia by assisting in creating and strengthening national capacities for crime prevention and criminal justice. In countries where peace efforts are in progress, it is vital to provide the police, prosecutors, judges, prison staff and the legal profession with international experience and expert knowledge — indispensable tools in building an effective and fair criminal justice system, one of the pillars of democracy.

95. The Commission on Crime Prevention and Criminal Justice, as the body responsible for policy guidance in this field, meets annually at Vienna. The United Nations Office at Vienna is organizing a World Ministerial Conference on Organized Transnational Crime, which will be held in November 1994, hosted at Naples by the Government of Italy. This will be followed in April 1995 by the Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, to be held for the first time in Africa, at Tunis, at the invitation of the Government of Tunisia.

96. The Office for Outer Space Affairs relocated to the United Nations Office at Vienna in October 1993. The Office has since successfully serviced meetings of the Committee on the Peaceful Uses of Outer Space and its subsidiary bodies. The Office continued to implement its multisectoral programme with political, legal, scientific and technical assistance components, and, through its Programme on Space Applications, organized and conducted workshops, training courses and symposia on various aspects of space science and technology and their applications for economic and social development.

97. The Office will establish regional centres for space science and technology education in each United Nations economic region. These centres will provide individuals from developing countries with education and training in space-related disciplines and applications. The Office has completed, with the assistance of donor countries and international organizations, a series of evaluation missions to each region. The first operational centre, in Latin America, should be established before the end of 1994.

98. A major focus of the work of the Office in the coming period will be support for discussions in intergovernmental committees on a possible third United Nations Conference on the Exploration and Peaceful Uses of Outer Space.

* * *

99. The Administrative Committee on Coordination has continued to play a central role in providing a sense of unity and purpose for the United Nations system as a whole. In the period under review, the Committee improved its working methods and completed the reform of its subsidiary machinery. It addressed a number of key policy issues relating to the division of labour within the United Nations system; continued to monitor the follow-up to the United Nations Conference on Environment and Development; reviewed the implications for the system of the World Conference on Human Rights and the appointment of the United Nations High Commissioner for Human Rights; and considered ways of strengthening policy and programme coordination among United Nations organizations in order to promote an effective continuum between emergency assistance and long-term development.

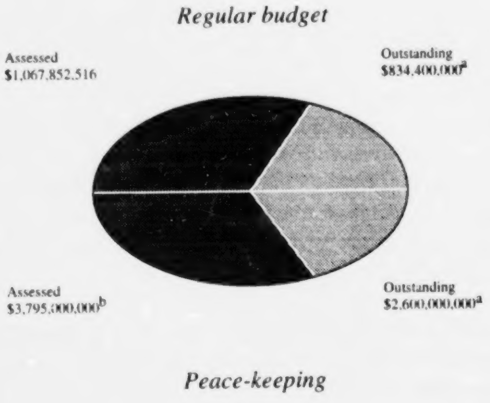
100. By its resolution 48/218 B of 29 July 1994, the General Assembly unanimously approved the creation of the Office of Internal Oversight Services, under the authority of the Secretary-General. The Office will provide a single, independent oversight authority to provide advice by examining all activities carried out at United Nations Headquarters and in the field. The head of Internal Oversight Services will report directly to the Assembly.

B. Ensuring an adequate financial base

101. Although expansion of United Nations activities has brought increasing confidence in its capacity to meet the needs of the international community, the continued failure of some Member States to fulfil their legal obligation to pay assessed contributions in full and on time places the Organization in a difficult financial situation. As at 15 August 1994, Member States owed $835 million to the regular budget and $2.6 billion for peace-keeping operations, including amounts unpaid in prior years (see fig. 6). In this context, the announcement on 26 August 1994 by the United States of its intention to pay $956.2 million in peace-keeping budget assessments by the end of 1994 will help to alleviate the financial crisis but will not solve it unless all arrears are paid.

FIGURE 6

Status of contributions as at 15 August 1994



[a] Includes amounts unpaid from previous years' assessments

[b] Includes $1,016,000,000 of prior years' assessments unpaid at 1 January 1994

102. The cash flow situation remains critical for the entire Organization and continues to be especially difficult for the peace-keeping operations. I report with regret that outstanding payments to troop contributors, which at the end of July amounted to approximately $450 million, had to be delayed. Unless peace-keeping operations receive additional substantial contributions, late payment to troop contributors will continue to be an obstacle to their participation in ongoing or future peace-keeping missions.

103. The unpredictability and irregularity of contributions from Member States make it extremely difficult to manage the Organization effectively. Without sound management of resources, the Organization will be unable to pursue successfully the phase of consolidation upon which we have embarked. Thus far, I have taken action to eliminate unnecessary bureaucratic layers and establish more direct lines of responsibility. I have restructured departments to improve efficiency and productivity so that they can respond quickly and flexibly to new mandates. I have also endeavoured to strengthen, mainly through redeployment of resources, Secretariat capacity to undertake expanded responsibilities in the political, peace-keeping, humanitarian, human rights and development areas. As demands on the Organization continue to grow, its capacity to respond to them will require the necessary financial support and political commitment from all Member States.

104. Proposals have been made to the General Assembly for the adoption of specific measures to encourage Member States to meet their legal obligations. Among others, the proposals include charging interest on late payments and increasing the levels of the Working Capital Fund and peace-keeping reserves. I incorporated the latest of these in my report issued last year on the recommendations made by the Independent Advisory Group on United Nations Financing (A/48/565 and Corr.1). I continue to await the views and recommendations of the General Assembly on those proposals.

105. I also have made proposals to improve the budgetary review and approval process for peace-keeping operations. I have encouraged the membership to grant longer periods of financial authorization in order to enable Member States to anticipate, with a greater degree of accuracy, the financial burdens they will be expected to bear when peace-keeping mandates are extended by the Security Council.

C. Preparing for the fiftieth anniversary

106. During the past year, the Preparatory Committee for the Fiftieth Anniversary of the United Nations met six times. The Committee has focused its work primarily on arranging a high-level commemorative meeting to be held in 1995.

107. The fiftieth anniversary secretariat, headed by Ms. Gillian Martin Sorensen, has made progress in key programme areas: educational activities, publications, film and television programming, radio media campaigns,

conferences and seminars, scholarly initiatives, exhibits, concerts and other public events, and commemorative gift items. A varied programme of over 40 globally oriented projects is already in place. The programme includes, *inter alia*, a pictorial chronology of the history of the United Nations, a four-part documentary examining work in the social and economic field, a conference series under the working title "Global Human Security", a world tour of the Royal Philharmonic Orchestra in honour of the United Nations and a series of educational videos about the Organization to be shown in schools and on television.

108. The fiftieth anniversary secretariat has secured executing partners, whether governmental, non-governmental or private, for the majority of projects in all programme areas. While a great number of those partners represent developed countries, the Secretariat will place emphasis in the remaining months of programme development on soliciting projects from countries as yet unrepresented. Furthermore, the Secretariat will allocate significant funds for translation and global distribution efforts. Regardless of the origin of a proposal, the fiftieth anniversary secretariat intends that all commemorative activities under the auspices of the United Nations will be global in scope.

109. During the period under review, the secretariat has made progress in securing private sector financial support for the fiftieth anniversary from global sponsors as well as from project sponsors. Royalties from a limited number of items bearing the anniversary emblem will provide additional resources for programmes. The secretariat has augmented programme development with self-funded projects.

110. The fiftieth anniversary secretariat continues its active collaboration with partners in the United Nations system. Since September 1993, three meetings have been held with the fiftieth anniversary focal points, the designated representatives for the fiftieth anniversary from all specialized agencies and organizations of the United Nations. Discussions have focused on joint communication strategies and the development of collaborative projects, as 1995 marks not only the fiftieth anniversary of the United Nations, but also significant anniversaries of numerous participating agencies and organizations.

111. In a presentation to the Administrative Committee on Coordination at its session on 11 and 12 April 1994, the fiftieth anniversary secretariat emphasized the need to increase system-wide participation in the anniversary year and to consolidate the messages that the Organization will direct during the critical year 1995. The Committee noted that the commemoration should consist of substantive activities aimed at educating the public about the United Nations in order to build a more broad-based constituency for the Organization. The Committee welcomed the recommendation to organize a special forum during its spring 1995 session to discuss, in the context of the anniversary year, the future of the United Nations system.

112. The fiftieth anniversary secretariat has mobilized the World Federation of United Nations Associations, non-governmental organizations and members of the academic community, and continues to work closely with all United Nations agencies, funds and departments to fulfil the potential of this historic commemoration.

D. United Nations University (UNU)

113. The United Nations University, led by Rector Heitor Gurgulino de Souza, is one of the smaller United Nations organizations, with a worldwide staff of about 150 persons. Additionally, some 200 to 300 scholars and scientists regularly participate in UNU academic activities. UNU, as a voluntarily funded United Nations organization, continues to face a scarcity of resources.

114. The Governing Council of UNU held its thirty-ninth and fortieth sessions in Tokyo from 15 to 19 February and from 10 to 15 December 1993, respectively. The February session coincided with the opening of the new headquarters building of UNU, generously donated by the people and Government of Japan, in the presence of the Secretary-General of the United Nations and the Director-General of the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Crown Prince of Japan and other dignitaries. At its fortieth session, the Council adopted a budget of $66.57 million for the biennium 1994-1995 and considered proposals for new academic initiatives, including a network of universities in Canada and selected developing countries dedicated to research and capacity-building in the areas of water, environment and human health. During 1993, UNU received $14.9 million in fulfilment of pledges to the endowment fund and in operating and specific programme contributions from Governments and other benefactors.

115. The Governing Council considered a proposal for a programme to promote leadership training and called for increased efforts to integrate research, postgraduate training and dissemination, and further to enhance interaction among the different UNU research and training centres and programmes.

116. In December 1993, the UNU Institute for Natural Resources in Africa, which had been located within UNESCO facilities at the United Nations complex at Gigiri, Kenya, since 1991, moved to its new location within the University of Ghana campus at Legon. The Institute, a UNU research and training centre, focuses on building

natural resource management capacity among African universities and research institutes.

117. During the period from 1 September 1993 to 31 July 1994, 78 UNU academic meetings were held worldwide. As at 31 July 1994, 47 UNU postgraduate trainees were enrolled in training programmes at cooperating institutions around the world in food and nutrition, geothermal energy, remote sensing, biotechnology and micro-informatics. More than 1,250 fellows from over 100 countries have been trained by UNU since 1976 and an additional 1,900 persons have received training in UNU workshops and seminars. To date, over 350 books, five scientific journals and numerous research papers have been produced from UNU research.

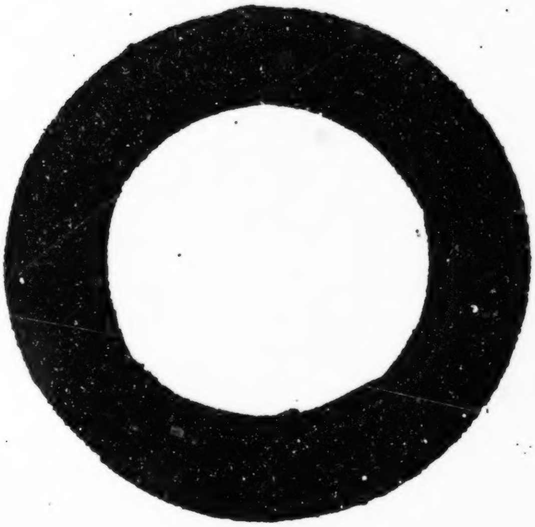
118. The UNU Programme on Environmentally Sustainable Development — the University's Agenda 21 — gives initial priority to postgraduate training, policy reflection and policy formulation and management. UNU efforts are meant to be implemented in close collaboration with UNDP and the United Nations Environment Programme (UNEP) and are focused on building up endogenous capacities for research, training and dissemination in developing countries.

119. Another key area of concentration is global governance. A high-level advisory team met in Tokyo in July 1994 to set out a long-term programme of research and capacity-building in the area of peace and governance. The programme will focus on preventive diplomacy, the criteria for intervention, peace-keeping operations and regional organizations and arrangements. This initiative is intended to contribute to the resolution of key issues raised by "An Agenda for Peace". UNU will publish, jointly with the Academic Council of the United Nations System, a journal entitled *Global Governance: A review of multilateralism and international organizations*. The first issue is expected to appear in early 1995. Agreement was also reached with the University of Paris (René Descartes) to use *Le Trimestre du Monde*, a publication of the Observatoire des Relations Internationales, as an outlet for the academic research of UNU. These journals are expected to reach scholars, policy makers and United Nations experts.

120. As a contribution to the World Summit for Social Development, the UNU World Institute for Development Economics Research organized a research meeting at Helsinki in June 1994 on the topic "The Politics and Economics of Global Employment".

121. In dealing with such issues, the University continued to produce scholarly publications, particularly for the use of policy makers. Some 26 titles were published over the past year, including *The Global Greenhouse Regime: Who Pays?*; *Environmental Change and International Law: New Challenges and Dimensions*; *Peace and Security in the Asia Pacific Region: Post-Cold War Problems and Prospects*; *East West Migration: The Alternatives*; and *Technology and Innovation in the International Economy*.

122. The University is preparing a set of activities and is mobilizing funding for its Institute of Advanced Studies, which will be located adjacent to the UNU headquarters building in Tokyo. Construction on the building that will house the Institute will be completed in mid-1995 and research activities are expected to commence soon thereafter.



III. The foundations of peace: development, humanitarian action and human rights

123. On 6 May 1994, I submitted to the General Assembly my report entitled "An Agenda for Development" (A/48/935). In that report, I offered a framework for addressing the dimensions of development and outlined the role of the United Nations in providing the basis for a universal culture of development.

124. The discussion of "An Agenda for Development" has been lively and stimulating. At the World Hearings on Development, convened by the President of the General Assembly from 6 to 10 June 1994, panels consisting of representatives of States exchanged ideas with expert witnesses on how best to promote a global partnership for development. In its debate on 24 and 25 June 1994, the Economic and Social Council also focused on the policy measures necessary to bring a renewed vision of development to the forefront of the international agenda. The ideas generated during the World Hearings and the policy measures suggested during the second substantive session of the Economic and Social Council will be fully taken into account in my further report on the subject to be issued during the forty-ninth session of the General Assembly.

125. During the Economic and Social Council's discussions on "An Agenda for Development", Governments expressed their desire for improved effectiveness of the United Nations machinery for development and reinforced system-wide field-level cooperation. Of particular concern to me is the need to strengthen the links between emergency assistance, rehabilitation and long-term development. I have decided to entrust the Administrator of UNDP, Mr. James Gustave Speth, with overall responsibility for assisting me in improving the coordination of operational activities for development, including the strengthening of the resident coordinator system. I have requested him to assist me in ensuring policy coherence and enhancing coordination within the United Nations, in particular among Headquarters departments, the regional commissions and the funds and programmes of the Organization.

126. The conferences scheduled for 1994-1995 reflect the continued expansion of United Nations activities in development. They include the Global Conference on the Sustainable Development of Small Island Developing States, held in Barbados (25 April-6 May 1994), the World Conference on Natural Disaster Reduction, held at Yokohama, Japan (23-27 May 1994), the International Conference on Population and Development, to be held at Cairo (5-13 September 1994), the World Summit for Social Development, to be held at Copenhagen in 1995, the Fourth World Conference on Women, to be held at Beijing in September 1995, and the Second United Nations Conference on Human Settlements (Habitat II), to be held in 1996 at Istanbul. Those conferences (see also sect. A.1 below), coupled with restructuring efforts within the political, humanitarian and sustainable development areas, should facilitate the articulation and concerted implementation of a new and comprehensive vision of development as it emerges from the discussions on "An Agenda for Development".

A. Global development activities

1. SECRETARIAT DEPARTMENTS AT HEADQUARTERS

127. Consultative mechanisms have been strengthened within the economic and social sector. I have revived the practice of periodic meetings, which I chair, of senior officials in the economic and social field, including all the heads of United Nations programmes and the executive secretaries of the regional commissions. Not only have those mechanisms increased the effectiveness of development work by the Secretariat, they have also paved the way for more effective collaboration on development with the peace-keeping and humanitarian affairs departments.

128. The Department for Policy Coordination and Sustainable Development, under the direction of Mr. Nitin Desai, provides substantive support for the central coordinating and policy-making functions vested in the various bodies of the Organization. These include the Economic and Social Council, with its high-level, coordination and operational activities segments, the Second and Third Committees of the General Assembly, the Commission on Sustainable Development, the Commission for Social Development, the Commission on the Status of Women and the Secretary-General's high-level advisory boards, as well as other expert bodies. The Department also provides substantive support for negotiating processes

launched by the General Assembly, such as the intergovernmental negotiating committees on climate change and on combating desertification. In addition, the Department assists the Secretary-General in the provision of policy guidance to operational programmes and field offices.

129. Placing the Division for the Advancement of Women within the Department has enhanced the latter's capacity as a focal point for issues related to the advancement of women. In that capacity, the Department works to ensure that gender issues permeate all aspects of policy development.

130. Preparations for the Fourth World Conference on Women include a thorough scrutiny of trends in gender and development. During the year, the 1994 World Survey on the Role of Women in Development has been prepared, emphasizing new understanding of gender in issues of poverty, productive employment and women in economic decision-making. Trends emerging from an analysis of recent gender statistics suggest a growing feminization in employment and entrepreneurship. Coupled with the need to see women's economic and political empowerment as an instrument to eradicate poverty as well as to eliminate discrimination, those changes are helping to shape the platform for action to be adopted at the Beijing Conference.

131. The Department for Policy Coordination and Sustainable Development coordinates the preparation for, organization of and follow-up to global conferences. All such activities are closely linked to ongoing departmental efforts to promote dialogue and cooperation among the United Nations, its Member States, non-governmental organizations and other non-State actors.

132. The Department was responsible for the coordination of the International Year of the Family. Throughout the world, a vast array of initiatives in support of families has unfolded. Thirty-four bodies and organizations of the United Nations system, including the regional commissions, have been involved in the process. Four regional preparatory meetings have given further impetus to national and regional preparations and consolidated a growing consensus on the pivotal role of families in the development process and the need for structured and concerted support for this basic unit of all societies. The United Nations was also instrumental in the organization of a World Forum of Non-Governmental Organizations on the Year of the Family, immediately prior to the official launching of the Year by the General Assembly in December 1993. The observance of the International Year of the Family is generally recognized as the beginning of a long-term process. This is confirmed by the far-reaching and comprehensive national plans of action unfolding in some 150 Member States under the guidance of national coordinating bodies.

133. One of the processes established in Agenda 21 was the organization of the Global Conference on the Sustainable Development of Small Island Developing States, held in Barbados from 25 April to 6 May 1994. The Conference and its outcome constitute a major landmark in international cooperation for development. The Conference, which I inaugurated, concluded with the adoption of the Declaration of Barbados and the Programme of Action for the Sustainable Development of Small Island Developing States, and recommended to the General Assembly, at its forty-ninth session, endorsement of those documents. The Declaration of Barbados contains a number of important principles and provisions regarding the specific economic, social and environmental situation of small island developing States. The Programme of Action presents a basis for action in 14 agreed priority areas and defines a number of actions and policies related to environmental and development planning that could be undertaken by small island developing States with the cooperation and assistance of the international community.

134. The Preparatory Committee for the World Summit for Social Development to be held at Copenhagen met twice during 1994 in substantive sessions to work towards elaboration of the outcomes of the Summit. The first substantive session of the Preparatory Committee was held in New York from 31 January to 11 February 1994. The second substantive session was also held at Headquarters, from 22 August to 2 September 1994. An ad hoc secretariat was created in the Department for Policy Coordination and Sustainable Development in order to assist in the preparatory process and the substantive work of the Preparatory Committee.

135. Important contributions to the substantive elaboration of the core issues for the Summit came from two meetings organized during the latter half of 1993, at The Hague on social integration and at Saltsjöbaden, Sweden, on the expansion of productive employment.

136. In 1993-1994, the Department for Policy Coordination and Sustainable Development continued to be responsible for the coordination and the development of the United Nations New Agenda for the Development of Africa in the 1990s. The Department provided reports for the General Assembly debate on the implementation of the New Agenda, financial resource flows to Africa and the establishment of the diversification fund for Africa's commodities.

137. The Tokyo International Conference on African Development, hosted by the Government of Japan, took place on 5 and 6 October 1993. The Tokyo Conference produced a consensus declaration, which renewed high-

level political commitment for African development and introduced ideas for a new partnership between African countries and the international community.

138. Following preliminary review of the New Agenda by the General Assembly at its forty-eighth session, revision of the System-wide Plan of Action for African Economic Recovery and Development was undertaken in 1994 to ensure an integrated approach to the efforts of different programmes, funds and specialized agencies. In 1994, the Administrative Committee on Coordination will also devote part of its autumn session to the consideration of a policy paper on African economic recovery and development.

139. The Department for Economic and Social Information and Policy Analysis, headed by Mr. Jean-Claude Milleron, is the Secretariat centre for the elaboration of economic and social data and the analysis of development policies and trends. Since its inception in February 1993, the Department has established itself as a valuable mechanism for fostering integration among activities such as policy analysis, the collection of economic, demographic, social and environmental data, and related advisory and training activities. The Department also carries out technical cooperation projects in the areas of statistics and population.

140. Recognizing the need for a more integrated approach to development analysis, the Department has transformed the annual *World Economic Survey* into the *World Economic and Social Survey*. In addition, the Department launched a series of working papers to disseminate the results of its research on current and emerging economic, social and related issues.

141. To improve the provision to Member States of timely, complete and reliable data, the Department has created the United Nations Economic and Social Information System, which aims to improve the collection, processing, storage, analysis and dissemination of statistical data. The Department will undertake the progressive implementation of the System in close cooperation with the regional commissions and the Secretariat. By integrating various existing databases and data systems into one coherent whole, the System will enhance the overall effectiveness of Secretariat activities in the economic and social sectors.

142. The Department's methodological contributions are reflected in the 1993 System of National Accounts. This milestone publication is the collaborative work of the United Nations, the European Union (EU), the Bretton Woods institutions and the Organisation for Economic Cooperation and Development (OECD). The System allows Member States to quantify and address such important issues as sustainable development, poverty, women's employment and remuneration, transition from centrally planned to market economies and production in the informal sector. Within the general framework of national accounts provided by the System, the Department has been developing supplementary concepts, methods and classifications for measuring environmental impacts and expenditures. As reflected in the handbook on integrated environmental and economic accounting, this activity provides critical support for the follow-up to the United Nations Conference on Environment and Development and to work on sustainable development throughout the Organization.

143. The Department contributed to the dissemination of economic and social data by issuing its thirty-eighth *Statistical Yearbook* on CD-ROM and its *Guide to International Computerized Statistical Databases* on floppy disk, and by expanding the global Population Information Network (POPIN) and the Demographic and Social Statistics Database (DSSD).

144. The Department collaborated with UNFPA in preparatory work for the International Conference on Population and Development, focusing on the elaboration of substantive documents, in particular the review and appraisal of the World Population Plan of Action and the draft programme of action of the Conference. The Department continues to analyse population trends and policies, including the completion of the 1994 revision of the estimates and projections of the population at the global, regional and national levels.

145. Reflecting new economic thinking on development, the Department is developing its capacity in the micro-economic policy area, concentrating its policy analysis on ways in which increased reliance on market mechanisms can contribute to the growth and development objectives of Member States. The Department's work, endorsed by the General Assembly last year, focuses on the role of markets and the private sector in increasing economic efficiency and stimulating growth.

146. The Department for Development Support and Management Services, directed by Mr. Chaozhu Ji, is the principal operational arm of the United Nations Secretariat. It serves as the focal point at Headquarters for facilitating and supporting technical cooperation to meet priority needs of developing country Member States and those with economies in transition, for institution-building and human resource development.

147. The Department has two substantive divisions, for economic policy and social development, and for public administration and development management, and builds its programmes of work upon its substantive capabilities in development planning, natural resources and energy, public administration and finance, along with the technical skills

required to support project implementation and management. The priorities of the Department respond to the issues facing the United Nations, intergovernmental bodies and individual developing countries in the fields of governance and public administration.

148. The Department provides technical and managerial support and advisory services to Member States in the areas of *(a)* development policies and planning; *(b)* human resources and social development; *(c)* natural resources and environmental planning and management; *(d)* energy planning and management; *(e)* governance and public administration; *(f)* public finance and enterprise management; and *(g)* national execution and capacity-building. It also provides substantive services to expert groups and intergovernmental bodies in those sectors, including the Committee on Natural Resources and the Committee on New and Renewable Sources of Energy, and for expert groups and technical workshops. Highlights of the analytical activities of the Department in support of those groups and its technical cooperation activities are provided below. The content of its technical cooperation programme is covered in the section on operational activities for development.

149. The Department for Development Support and Management Services continues to strengthen its institutional relationship with UNDP, whose Executive Board maintains a general supervisory role over its technical cooperation work and with the United Nations regional commissions.

150. The Department organizes and services the meetings of experts on the United Nations programme in public administration and finance and the meetings of national recruitment services and of national fellowship services. The meeting of experts on the United Nations programme in public administration and finance, held at Geneva in October 1993, emphasized the critical role that the programme should play in facilitating strategic improvements in the governance system of developing and transitional economies. The meeting recommended that the programme should focus especially on strengthening legislative, administrative and electoral processes, restoring civil administration, improving and democratizing public administrative processes, and enhancing linkages with the private sector. In addition, the meeting called for innovations in financial management and revenue mobilization, and emphasized deregulation of government affairs.

151. At the biennial meeting of national recruitment services, held at Cairo from 29 March to 2 April 1993, representatives from 64 countries and 18 United Nations and other agencies stressed the important role of the United Nations in developing local expertise. In line with the recommendations of the meeting, the Department for Development Support and Management Services has placed special emphasis on advisory services and training on the process aspects of project administration and on management training.

152. In the period under review, the Department has engaged in numerous efforts aimed at facilitating privatization and entrepreneurship. In 1993, for example, the Department prepared and distributed widely to government agencies, international organizations, nongovernmental organizations and academic centres a publication entitled *Methods and Practices of Privatization*. In April 1994, the Department, in cooperation with the Private Sector Development Programme of UNDP, the World Assembly of Small and Medium Enterprises and the Central Council of Cooperative Unions and Small and Medium Enterprises of Viet Nam, organized an international workshop at Hanoi to assist Governments and non-governmental organizations in designing and implementing policies that promote indigenous entrepreneurship in developing countries with economies in transition.

153. The Department has also undertaken a new aid management and accountability initiative, financed by seven donors and guided by a working group of donors and host countries. The initiative seeks to develop a general framework to harmonize and simplify aid accountability requirements and to design a generally acceptable model of accountability for possible adoption by, among others, the Development Assistance Committee of OECD. The Department is at present customizing the framework for individual national programmes.

154. In 1993, the Department completed the development of a computerized economic management information system, the Public Sector Planning and Management Information System. The System facilitates econometric analysis, planning and monitoring by government agencies of national budgets and investment programmes. The System has been demonstrated in Angola, the Gambia, Malaysia and Saudi Arabia and is now available and ready for installation upon request.

155. Building upon its study of the civil service, particularly in Africa, the Department is preparing guidelines on improvement of public personnel policy and rationalization of civil service systems. In cooperation with the Government of Morocco and the African Training and Research Centre in Administration for Development, the Department convened a Pan-African Conference of Ministers of Civil Service in June 1994. At that meeting, more than 40 participants took stock of recent experiences in human resource management systems and issued recommendations on the development and management of the public sector in Africa.

156. The Department also helps to strengthen institutional, legal and financial mechanisms for natural resources and energy development policy. For example, for a project in northern China, the Department has developed a computer-based system of interactive programmes to model hydrology, water system operations and pertinent economic inputs and outputs. The system facilitates decision-making on investment programmes for water resource management in the context of other economic, social and environmental objectives. Models deriving from the project were demonstrated at a training workshop held at Beijing in November 1993.

157. In addition to these innovative programmes, other important new areas of attention for the Department include the design of social welfare programmes in countries emerging from conflict such as Croatia, and programmes for the integration of ex-combatants in El Salvador, Liberia and Mozambique.

2. United Nations Conference on Trade and Development (UNCTAD)

158. The work of UNCTAD, where the officer in charge is Mr. Carlos Fortin, has been dominated during the past year by the mid-term review of the follow-up to the eighth session of the Conference, held at Cartagena de Indias, Colombia, in February 1991. The review, by the Trade and Development Board, confirmed that decisions taken at the eighth session had been successfully translated into more efficient ways of conducting business in UNCTAD. The participation of high-level officials, representatives of international organizations and experts from various fields made a valuable contribution to the technical and policy content of UNCTAD discussions. The pragmatic approach that characterized the meetings facilitated the search for areas of convergence. The five new ad hoc working groups established by the Conference at its seventh session all completed their work on schedule and submitted a preliminary assessment of the implementation of their respective work programmes to the Trade and Development Board. They identified issues requiring further intergovernmental reflection as well as areas where technical assistance should be strengthened.

159. As part of the restructuring of the United Nations Secretariat in the economic and social fields, programmes of the former Centre on Transnational Corporations and of the Centre on Science and Technology are now fully integrated into the work of UNCTAD. Accordingly, UNCTAD is now responsible for the substantive servicing of the Economic and Social Council Commission on Transnational Corporations and the Commission on Science and Technology. The Commission on Transnational Corporations recently recommended to the General Assembly, through the Economic and Social Council, that it should be integrated into the institutional machinery of UNCTAD and be renamed the UNCTAD Commission on International Investment and Transnational Corporations.

160. During the period under review the Trade and Development Board adopted conclusions on a number of issues, including interdependence, debt, trade and environment, regional integration groupings, the Uruguay Round and the United Nations Programme of Action for the Least Developed Countries.

161. The Board's discussions on interdependence were based on the *Trade and Development Report 1993*, which elicited a great deal of attention from delegations as well as national and international media. Deliberations under the item on trade and environment stressed the need for international cooperation to coordinate policies so as to ensure their transparency and mutual consistency. Board members stressed the need to avoid using trade restrictions as a means of offsetting differences in costs that arise from differences in environmental standards and regulations, as such restrictions could distort trade and increase protectionism. Recognizing the special role of UNCTAD in the trade and environment field, the Board reached a consensus on the need for "eco-labelling programmes" to take into account the trade and sustainable development interests of producing countries.

162. In relation to the Uruguay Round, the Trade and Development Board concluded that UNCTAD had an important role to play in the analysis and assessment of the outcome of the Round, and that it should prepare policy analysis and provide a forum for intergovernmental deliberation and global consensus-building on the new and emerging issues of the international trade agenda, such as trade and environment and competition policy. The Board also emphasized that there should be constructive and effective cooperation between UNCTAD and the World Trade Organization (WTO) based on the complementary functions of the two organizations.

163. Discussion on the United Nations Programme of Action for the Least Developed Countries drew on *The Least Developed Countries 1993-1994 Report* prepared by the UNCTAD secretariat. The Board invited donors to adjust upwards the aid targets and commitments included in the Programme of Action. The Board also requested UNCTAD to undertake an examination of the implications and opportunities for the least developed countries of the Final Act of the Uruguay Round and to suggest measures for removing any imbalances. The Board recommended to the General Assembly that a high-level intergovernmental meeting on the mid-term global review of the implementation of the Programme be convened from 26 September to 6 October 1995.

164. The Standing Committee on Commodities held its second session at Geneva in January and February 1994. The Committee reviewed a number of areas such as the use of market-based risk management instruments; the analysis of national experiences of diversification; the need for financial and technical assistance to developing countries in order to perform such analysis; and the promotion of sustainable development in the commodity field.

165. The Standing Committee on Developing Services Sectors: Fostering Competitive Services Sectors in Developing Countries held its second session at Geneva in July 1994. The Committee requested the UNCTAD secretariat to establish, as soon as possible, a computerized database on measures affecting trade in services to support the efforts of developing countries to participate more effectively in that trade. The Committee also invited the UNCTAD secretariat to pursue its analysis of policy options for developing countries in strengthening their service sectors; of the impact of subsidies on trade in services; and of the issues raised by barriers to the temporary movement of natural persons as service providers.

166. The Standing Committee on Poverty Alleviation held its second session at Geneva in July 1994. The Committee adopted a number of recommendations addressed to the World Summit for Social Development covering the relationship between international trade and poverty alleviation, debt and the effects of poverty alleviation on structural adjustment programmes.

167. During the period under review, UNCTAD held a number of commodity-related meetings under its auspices. The fourth session of the United Nations Conference on Tropical Timber (January 1994) adopted the International Tropical Timber Agreement, 1994. The Agreement, involving an economic as well as ecological partnership, has been open for signature at UNCTAD headquarters since 1 April 1994. The first session of the United Nations Conference on Natural Rubber met under UNCTAD auspices in April 1994 and reached consensus on a number of issues. The Conference decided to reconvene in October 1994 in order to deal with the outstanding articles. On 22 February 1994, 27 countries and EU, representing 87 per cent of world exports and 55 per cent of world imports of cocoa, decided to put the International Cocoa Agreement of 1993 into effect. Other commodity-related meetings held under UNCTAD auspices at Geneva from March to May 1994 dealt with iron ore, tungsten and bauxite.

168. The UNCTAD Special Committee on Preferences held its annual session at Geneva from 16 to 20 May 1994. The Committee focused on the erosion of the preferential margin for certain trade items owing to the reduction of tariffs on a most-favoured-nation basis that had resulted from the Uruguay Round. Trade within the Generalized System of Preferences increased to $77 billion in 1992. The Committee put forward a number of innovative and constructive proposals towards a revitalization of the Generalized System of Preferences, which will be considered during the policy review of the system scheduled for 1995.

169. The UNCTAD Intergovernmental Group of Experts on Restrictive Business Practices held its twelfth session at Geneva from 18 to 22 October 1993. The main document prepared by the secretariat dealt with competition policy and economic reforms in developing and other countries. The session was devoted to specific topics such as appropriate remedies for abuses of market power and criteria for assessing fines for violations of competition laws.

170. In assessing the record of activities following the eighth session of UNCTAD on the occasion of the mid-term review, the Trade and Development Board highlighted in particular the valuable experience with the ad hoc working group mechanism established by the Conference. At its eighth session, the Conference had suspended several standing subsidiary bodies and in their place had established five ad hoc groups, each with a two-year life-span. The Board decided that as those groups had addressed all the elements in their terms of reference, they could be replaced by new ad hoc bodies. Three such groups were established, the first of which will examine the interlinkages between trade, environment and development, paying particular attention to the special circumstances of developing countries. The second group will analyse the interrelationship between the development of domestic entrepreneurial capacity and the development process, with a special focus on the development of enterprises of small and medium size. The third new group will concentrate on trading opportunities in the new international trading context. In particular, the group will aim to identify new opportunities arising from the implementation of the Uruguay Round in order to enhance the ability of developing countries and countries in transition to take full advantage of those opportunities.

171. In addition to the substantive support and documentation provided for the meetings described above, the UNCTAD secretariat completed work on a number of publications, including:

(a) *Trade and Development Report 1994* (to be issued in September 1994);

(b) *The Least Developed Countries, 1993-1994 Report;*

(c) *UNCTAD Commodity Yearbook 1993;*

(d) *World Investment Report 1994;*

(e) *Handbook of International Trade and Development Statistics 1994.*

172. The budget of the UNCTAD technical cooperation programme approximates $20 million a year. UNDP remains the largest single source of funds, while bilateral donors and other sources, including EU, provide increased amounts. As part of the programme, UNCTAD continued to assist developing countries participating in the Uruguay Round and implemented projects in areas ranging from development of the service sector and utilization of the Generalized System of Preferences to competition policies and the transfer of technology.

173. The UNCTAD programme for the development of human resources for trade and its programme of assistance to developing countries in the management of their external debt liabilities were further improved during the period under review, in cooperation with the World Bank. Technical cooperation activities of UNCTAD also cover the insurance sector, selected international monetary and commodity issues, the transit problems of land-locked countries in Africa, and the shipping sector, including the development of shipping services, port management, multimodal transport and human resource development in the maritime field. In its largest technical cooperation programme, UNCTAD assisted over 50 countries to improve their management of customs under an expanded programme on trade efficiency. This included setting up computerized software for customs management and the establishment of trade points where all government facilities to exporters are concentrated. Further progress in promotion of trade efficiency is expected as a result of the symposium on trade efficiency to be held in October 1994 at Columbus, Ohio, United States of America.

3. UNITED NATIONS ENVIRONMENT PROGRAMME (UNEP)

174. UNEP, headed by Ms. Elizabeth Dowdeswell, is pursuing implementation of the environmental dimensions of Agenda 21, as adopted by the United Nations Conference on Environment and Development in June 1992. In the decisions of its seventeenth session, held at Nairobi from 10 to 21 May 1994, the Governing Council requested an overall programme review and reorientation of the Programme.

175. In that connection, UNEP launched its Corporate Programme Framework 1994-1995. In implementing the decisions of the Governing Council, the Programme will help to reduce duplication in the United Nations system by forging stronger partnerships with other concerned agencies and programmes. The activities of the Programme will be significantly more service-oriented and driven by the needs and aspirations of Governments and other beneficiaries and partners. In a similar vein, the capabilities of the Programme at the regional level will be enhanced, as called for in Agenda 21 and Governing Council decision 17/28, while it continues to maintain its global role and capability. This has been effected through an enhanced institutional role for regional offices in the planning, development and implementation of the programme for the biennium 1994-1995.

176. UNEP currently functions as the task manager for two areas among the thematic clusters being considered by the Commission on Sustainable Development in 1994, namely, the management of toxic chemicals and the management of hazardous waste. In addition, the Programme is a cooperating agency for all the other thematic clusters of the Commission. UNEP has already initiated task manager's functions on desertification and biodiversity in preparation for the 1995 session of the Commission. UNEP has been designated, jointly with UNDP and the Division for Ocean Affairs and the Law of the Sea within the Office of Legal Affairs, as the lead agency for coastal management.

177. UNEP continues to work in the field of chemical management in collaboration with the International Labour Organization (ILO) and WHO through the International Programme on Chemical Safety. Through that Programme, UNEP played an instrumental role in the establishment of the Intergovernmental Forum for Chemical Safety at the International Conference on Chemical Safety in April 1994. UNEP has also proved instrumental in the reduction and management of hazardous wastes through its Cleaner Production Programme.

178. UNEP provides the secretariats for five international conventions: the Convention on Biological Diversity, the Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal, the Montreal Protocol on Substances that Deplete the Ozone Layer to the Vienna Convention for the Protection of the Ozone Layer, the Convention on International Trade in Endangered Species of Wild Flora and Fauna and the Convention on the Conservation of Migratory Species of Wild Animals. Furthermore, the Programme continues to coordinate and support 13 regional sea programmes, 9 of which are based upon regional conventions. Pursuant to its coordination mandate envisaged in chapter 38 of Agenda 21 and relevant decisions of the Governing Council, UNEP also convened

the first coordination meeting of environmental convention secretariats at Geneva from 20 to 23 March 1994. The meeting established general principles and an institutional framework of cooperation.

179. UNEP, along with UNDP and the World Bank, serves as one of the three implementing agencies for the Global Environment Facility. The Facility has completed its pilot phase and will move into its fully operational phase when the instrument for the establishment of the restructured global environment facility is adopted by the governing bodies of all the implementing agencies. UNEP continues to provide the secretariat to the Scientific and Technical Advisory Panel, which serves as an independent advisory body to the Facility.

180. Working with the International Computing Centre and various non-governmental organizations, the Programme has established collaborative mechanisms for promoting the worldwide use of the Business Charter for Sustainable Development. UNEP has also been designated the United Nations programme responsible for global mandates for freshwater.

181. Agenda 21 noted that for UNEP to discharge its additional functions it would require greater expertise and additional financial resources. Despite that recommendation and the reordering of priorities in the programme for 1994-1995 introduced by the Governing Council at its seventeenth session following the United Nations Conference on Environment and Development, resource constraints are continuing to affect activities in a number of programme areas such as energy, environmental health, atmosphere and environment assessment.

4. UNITED NATIONS CENTRE FOR HUMAN SETTLEMENTS (HABITAT)

182. The work of Habitat, headed by Mr. Wally N'Dow, is focused on the improvement of the living conditions of people in their communities. An essential prerequisite in that respect is access to adequate shelter, infrastructure and services. The current global shelter and infrastructure crisis, affecting hundreds of millions of families in both rural and urban settlements, together with the social, economic and environmental impact of rapid urbanization in developing regions, has imparted a new urgency to the work of the Centre. So also has the widespread destruction and deterioration of human settlements in many parts of the world as a result of wars, civil strife and natural disasters.

183. In view of those challenges, the principal task of the Centre over the past year has been threefold: to assist Member States in adopting and implementing housing strategies capable of moving the international community closer to the goal of adequate shelter for all; to help Governments to formulate and execute sustainable human settlement development policies in an urbanizing world; and to strengthen the capacity of Governments and communities to implement such housing and human settlement development policies. Throughout the reporting period, Habitat has carried out that task through an integrated programme consisting of policy advice, research and development, training, dissemination of information and operational activities. Technical assistance activities have been undertaken in a total of 95 countries covering five major categories: city management; urban environment planning and management; disaster mitigation and reconstruction; housing policy; and urban poverty reduction. Among the significant programmes implemented are the Urban Management Programme, in association with UNDP and the World Bank, which aims at strengthening the contribution that towns and cities make towards human development; the Urban Poverty Partnership (in association with ILO); and several reconstruction projects.

184. Implementation of the Global Strategy for Shelter for the Year 2000, adopted by the General Assembly in December 1988 and incorporated in the human settlement programme of Agenda 21, continues to be a central feature of the substantive work of Habitat. In carrying out that work, the main policy direction remains adherence to the enabling principles of the Strategy, which encourage Governments to adopt policies that permit all actors in the public and the private sectors (including non-governmental organizations, community organizations and women's groups) to contribute to the process of improving shelter and conditions in human settlements by means of adequate mechanisms to monitor, through quantitative and policy indicators, progress in that regard.

185. An important focus of Habitat attention has been the Africa region, which besides being the most rapidly urbanizing continent, is at present experiencing unprecedented mass movement of people escaping civil strife, wars, natural and man-made disasters, and environmental and economic pressures. Habitat has therefore intensified its technical and other assistance to African countries and regional organizations and, in particular, is providing assistance with a view to strengthening the capability of the Organization of African Unity (OAU) in the field of human settlements. With the establishment of a democratic, non-racial South Africa, Habitat launched a major initiative to provide technical and other support for the implementation of the new Government's priorities in the field of human settlements.

186. In addition to its regular programme of activities, Habitat will provide the secretariat for the Second United Nations Conference on Human Settlements (Habitat II) to be convened at Istanbul in June 1996. The first substantive session of the Preparatory Committee for the Conference took place at Geneva from 11 to 21 April 1994. I delivered the welcoming address at that session, stressing the importance of adopting a clear set of operational objectives for the next "City Summit". The Preparatory Committee approved such objectives, both for the Conference and its preparatory process, as well as a framework for preparatory activities to be undertaken at all levels between now and 1996. An important conclusion of the session was that the outcome of Habitat II, following a decade of major United Nations conferences in the social, economic and human rights fields, should assist the Organization in translating the decisions and recommendations of those conferences into action in support of sustainable development.

187. Resources remain the most important challenge facing the Centre in preparing for Habitat II. New multisectoral programmes, focusing on the improvement of urban governance, environmental management, the continuum from relief to development and poverty reduction are being defined to conform better to the present development priorities of the international community, thereby improving prospects for new financial flows.

B. Operational activities for development

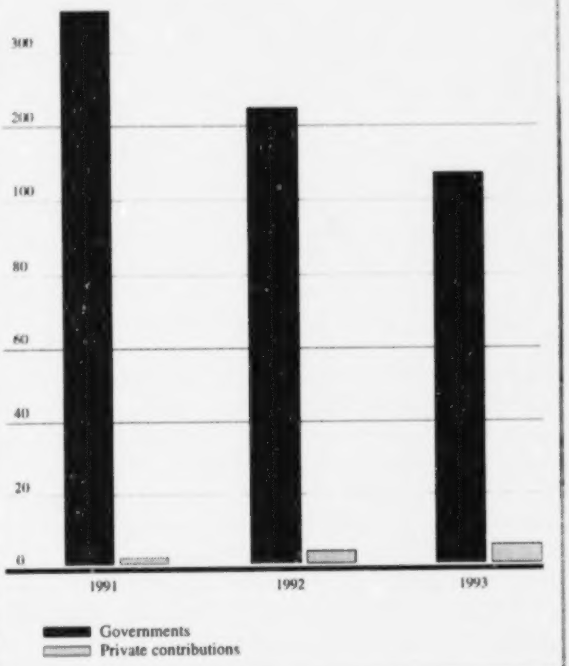
188. While more effective and coherent governance of operational activities is essential if the United Nations is to succeed in promoting development, the Organization cannot fulfil its mission without an adequate and stable level of resources. On that score, the serious downturn in resources made available for operational activities is a deeply disturbing trend (see fig. 7). The subject of funding for operational activities was considered during the resumed session of the General Assembly held from 20 to 24 June 1994. UNDP has experienced a 15 per cent reduction in core resources. UNICEF faced a serious reversal in contributions in 1993, bringing the level down by nearly $150 million from the peak in 1992 of $688 million (of which $262 million came from supplementary funding). The drop in UNFPA contributions in 1993 was $18.4 million, from a level of $238 million in 1992. While resources made available to the World Food Programme (WFP) have almost doubled over the past few years, in 1993 some two thirds of resources were for relief assistance rather than development activities.

189. Reforms to improve the effectiveness and coordination of operational activities have been under discussion in the General Assembly and the Economic and Social Council for several years, culminating in the adoption by the Assembly of resolutions 47/199 of 22 December 1992 and 48/162 of 20 December 1993. Pursuant to those resolutions, over 40 countries are in the process of preparing country strategy notes, which aim to provide a framework for programming system support from the United Nations for the plans, priorities and strategies of recipient countries. Also at the country level, significant progress has been made in the application of the programme approach, the extension of national execution with accountability, the increase of common premises and common services, the evaluation and strengthening of the functions of the resident coordinator and the widening of the recruitment pool for resident coordinators.

FIGURE 7

Voluntary contributions to various United Nations trust funds, 1991-1993

(Millions of United States dollars)



190. The General Assembly, in its resolution 48/209 of 21 December 1993, provided further guidance with regard to the operation of United Nations field offices, which should facilitate efforts to establish a unified, cost-effective United Nations presence that is both responsive to the special needs of new recipient countries and congruent with the overall requirements of the United Nations development system.

1. UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

191. In the period under review, the global network of UNDP, which is headed by Mr. James Gustave Speth, grew to 132 country offices, serving 175 countries and territories. The services rendered range from coordination of the operational activities of the United Nations development system as a whole to humanitarian activities in emergency situations.

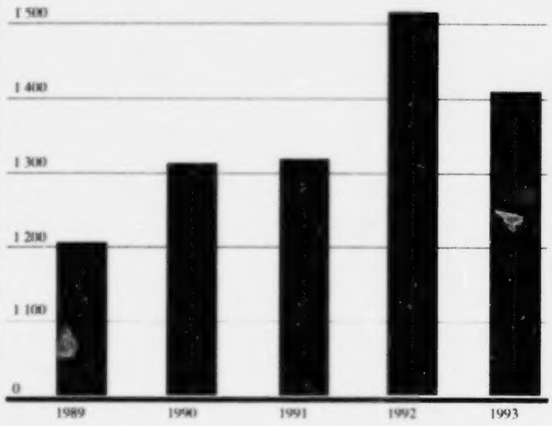
192. In providing such services, UNDP continues to adhere to the principles of political neutrality and to respect the sovereignty of the programme countries. Following those principles, UNDP is able to work effectively with leaders of both government and civil society.

193. In 1993, voluntary contributions by member countries to UNDP's core resources amounted to $910 million. Contributions to non-core resources, including UNDP-administered funds, trust funds, cost-sharing arrangements and government cash counterpart contributions, raised the total funds administered by UNDP to over $1.4 billion (see fig. 8). Most notable has been the continued rise in funds received through cost-sharing arrangements. In 1973, cost sharing amounted to only 0.28 per cent of total UNDP income. In 1983, it formed 12 per cent of total income and in 1993 increased to 26 per cent. Total programme expenditures for technical cooperation activities in 1993 amounted to approximately $1 billion.

194. By its decision 90/34, the Governing Council urged UNDP to focus its interventions on the following six areas: poverty alleviation, management development, technical cooperation among developing countries, environment and natural resource management, women in development and technology for development. As a result, the Programme has directed the programmes for its fifth cycle (1992-1996) towards building and strengthening national capacities in these six areas. The Programme developed various tools and procedures to enhance the use and integration of national and external development resources towards those goals.

195. To facilitate national ownership and management of the development process, and in accordance with General Assembly resolution 47/199, UNDP has actively promoted the use of the modality of national execution for UNDP-assisted programmes. In 1993, $411 million (about 40 per cent) of UNDP programme expenditure was through national execution, a 23 per cent rise over 1992. The Programme has also encouraged the use of national expertise in the development process: the ratio of international experts to national experts in UNDP-assisted programmes changed from 8,417: 4,893 in 1987 to 8,165: 20,244 in 1993. This dramatic rise in the relative number of national experts testifies to the efforts of UNDP in that regard.

FIGURE 8
Voluntary contributions (core and non-core) to the United Nations Development Programme and programmes administered by it, 1989-1993
(Millions of United States dollars)



196. UNDP has sought to broaden the sources of its support beyond traditional partnership with central Governments to include non-governmental, private sector and other organizations of civil society. In particular, non-governmental organizations have benefited from and participated in such UNDP-assisted programmes as the Partners-in-Development Programme, the Africa 2000 Network and the Global Environment Facility.

197. UNDP has also made a conscious effort to focus on development policy, programme formulation and management. At these "upstream" levels, the Programme will exploit its comparative advantages as regards objectivity, multisectorality and access to global experience, while ensuring maximum effectiveness of its relatively modest financial contribution.

198. UNDP strengthens national capacity to coordinate aid on a variety of levels. At the national level, it assists Governments in the elaboration of development plans and of sectoral priorities and plans. It also strengthens the capacity of the government unit responsible for the coordination of external assistance, utilizing such tools as national technical cooperation assessment programmes, and assists Governments in the organization and holding of round-table conferences with donor countries. Through the round-table process, UNDP cooperates with 27 least devel-

oped countries and assists in the mobilization of external resources and facilitation of the dialogue with major donors. At the operational level, the use of UNDP resources as seed money and the formulation and implementation of UNDP programmes have served to establish frameworks for coordinated development interventions by multiple donors and national agencies.

199. In response to General Assembly resolution 47/199, UNDP has taken a number of steps to strengthen the resident coordinator system. The Programme made several proposals to enhance country-level coordination in such areas as staffing for the coordination function and the selection of the resident coordinators from the best possible candidates. In accordance with the provisions of resolution 47/199, the partners in the Joint Consultative Group on Policies — UNDP, UNICEF, UNFPA, WFP and the International Fund for Agricultural Development (IFAD) — agreed on procedures for selecting United Nations resident coordinators and resident representatives from a wider pool of qualified development professionals.

200. The efforts of UNDP towards greater concentration of assistance, increased national execution, upstream interventions and the strengthening of the programme approach and of country-level coordination require decentralized decision-making processes. Accordingly, the Programme has delegated increased authority over personnel, administrative issues and programme matters to its resident representatives. The Programme has combined decentralization with measures to strengthen reporting and accountability mechanisms.

201. Following the United Nations Conference on Environment and Development in 1992, UNDP launched Capacity 21 to help countries translate Agenda 21 into national plans of action for environmentally sustainable development. With current pledges at $40.5 million, Capacity 21 projects are operational in 18 countries, including Bolivia, Cameroon, Chile, China, Colombia, the Gambia, Honduras, the Islamic Republic of Iran, Lebanon, the Philippines, the Sudan and the Syrian Arab Republic. Projects are also operational through two regional programmes encompassing the Pacific and Caribbean countries.

202. Responsibility for implementing Global Environment Facility activities is shared by UNDP, UNEP and the World Bank, the three partner agencies jointly responsible for the management of the Facility, as indicated in Agenda 21. UNDP's primary role in the Facility is the development and management of capacity-building programmes, pre-investment activities, technical assistance and targeted research. UNDP currently manages a portfolio of 55 projects worth $270 million (from the pilot phase). In May 1994, the Executive Board of UNDP adopted the Global Environment Facility instrument as the basis for its participation in the operational Facility.

203. In March 1994, Governments successfully concluded a two-year negotiation process to restructure the Global Environment Facility and adopt the instrument, which sets forth governance arrangements. During the same meeting, Facility funds were replenished to over $2 billion for the three-year period 1994-1997. The restructuring was aimed at ensuring universality, transparency and broader participation, following the principles stated in chapter 33 of Agenda 21.

204. The restructured Global Environment Facility has a Participants' Assembly constituted by all member States, which will meet once every three years. In July 1994, at the first Council meeting of the restructured Facility, the new 32-member Council was established. It approved $3 million for the Small Grants Programme, and $3 million for eight pre-investment feasibility studies, both of which are managed by UNDP.

205. In August 1994, the Administrator of UNDP issued a detailed strategic plan to guide UNDP/Global Environment Facility operations. The plan establishes an action plan for UNDP in four main areas, strategic planning, participation, training and rules and procedures.

206. UNDP is one of four implementing agencies for the Multilateral Fund of the Montreal Protocol to the Vienna Convention for the Protection of the Ozone Layer (see also para. 178 above). It assists 29 countries in phasing out ozone-depleting substances through national country programme formulation, technical training, demonstration projects, institutional strengthening and technology transfer investment projects in the fields of aerosols, foams, refrigeration, solvents and fire extinguishers. Approved projects total $38 million. Nine country programmes have been approved with UNDP as lead agency, with the China programme at $2.4 billion serving as a model programme. Over 45 technical assistance and technical training activities have been completed in 15 countries. Five technology transfer investment projects have been completed that have phased out 372 tons of ozone-depleting substances.

207. In 1993 UNDP launched a number of initiatives to strengthen national capacity for action-oriented research on the human immunodeficiency virus (HIV)/acquired immune deficiency syndrome (AIDS) epidemic. That research includes studies on the extent and nature of the psychological, social and economic causes and consequences of the epidemic. UNDP aims to link research more actively to policy and programme development. Participating countries include the Central African Republic, Kenya, Senegal and

Zambia. UNDP is facilitating the establishment of networks on law, ethics and human rights and HIV/AIDS in Africa, Asia and the Pacific, and Latin America and the Caribbean. Those networks should strengthen the capacity of countries to provide an appropriate ethical and legal response to the epidemic. UNDP is one of the six sponsors of the proposed new joint and co-sponsored programme on HIV/AIDS. The others are WHO, UNICEF, UNFPA, UNESCO and the World Bank. The initiative was the subject of an important resolution adopted by the Economic and Social Council following action in the governing bodies of the concerned institutions (resolution 1994/24).

208. The UNDP Programme of Assistance to the Palestinian People is set to become a major channel for external development assistance to the emerging Palestinian interim Government. The Programme has worked closely with Palestinian authorities to formulate 34 capacity-building projects in such sectors as governance, agriculture, industry, urban development, trade promotion, statistics, water sanitation and environment.

209. UNDP has been instrumental in the provision of both capital and technical assistance to the Palestinian people in the occupied territories, since 1980. With 70 staff members, a programme delivery of $12 million in 1993 and an estimated amount of twice that figure for 1994, UNDP has made special efforts to cope with the magnitude of the socio-economic challenges involved.

210. From 1993 onwards, the UNDP programme strategy has included a concerted effort to support the development of managerial and technical capabilities in the public sector, especially in the emerging institutions. UNDP is extending assistance to the newly established institutional structures such as the Palestinian Economic Council for Development and Reconstruction and the Palestinian Central Bureau of Statistics. UNDP has also, through the completion of a citrus-processing plant in Gaza, sought to encourage development through employment generation.

211. Following the signature of the Declaration of Principles on Interim Self-Government Arrangements (A/48/486-S/26560, annex) and subsequent agreements, UNDP has approved projects for environmental management in Gaza and the provision of housing for employees of the Palestinian administration. Close UNDP collaboration with the World Bank has proved to be an important factor in recent activities.

212. UNDP has been called upon to assume greater responsibilities in emergency and humanitarian activities because of its wide country presence and the established role of the resident representative/resident coordinator in such activities. UNDP has seconded staff to serve as special representatives of the Secretary-General in Iraq, Haiti and Liberia. The role of former and current resident coordinators in Angola, Cambodia, Central America, Ethiopia, Liberia, Rwanda, Mozambique, Somalia and the Sudan merits special mention. UNDP interventions along the relief to development continuum vary according to circumstances. In Afghanistan, Haiti, Somalia and Liberia, the emphasis has not yet shifted to development, whereas in Cambodia and El Salvador, relief and rehabilitation have steadily given way to longer-term capacity-building and other development-oriented cooperation. In Cambodia, for instance, $50 million of the indicative planning figure was devoted to relief and rehabilitation. Those funds were used to assess relief and rehabilitation needs, establish delivery mechanisms and leverage extrabudgetary resources. Experience in the latter countries underscores the need to address development even during periods of major disruption, so as to prevent a loss of focus and direction and to permit the resumption of normal activities without undue delay.

213. Over the past two years, UNDP has actively promoted the concept of sustainable human development. It has supported almost 40 countries in Africa, Asia, the Arab States, Latin America and Europe in a national effort to review development plans through disaggregated data and analysis of disadvantaged groups and regions. To those countries, the Programme has also recommended multidisciplinary strategies linking human development priorities to environmental, economic, social and political sustainability. Such strategies include building partnerships between government and civil society and building consensus on development priorities and goals; they have also served as a vehicle for coordinating United Nations system support for country planning. UNDP is currently orienting its cooperation at all levels — global, interregional, national and subnational — to ensure support for substantive human development.

2. UNITED NATIONS CHILDREN'S FUND (UNICEF)

214. UNICEF, headed by Mr. James P. Grant, continues its efforts on behalf of children. Since the opening of the forty-eighth session of the General Assembly, progress towards the achievement of the goals for children and development established in the Convention on the Rights of the Child, adopted by the 1990 World Summit for Children and endorsed by the Assembly at its forty-fifth session, continues to gain momentum, both political and operational.

215. The number of deaths from measles has fallen from more than 2.5 million per year in 1980 to just over 1 million per year today. The number of deaths from dehydration caused by diarrhoea has fallen from 4 million per year in 1980 to less than 3 million today. In the past 10

years, infant deaths from neonatal tetanus have been cut from more than 1 million a year to just over 500,000. Poliomyelitis is close to being eradicated in several regions of the developing world. The number of cases of dracunculiasis (guinea worm disease) dropped from somewhere between 5 and 10 million in the 1980s to an estimated 500,000 cases in 1992. As part of an effort to promote breast-feeding, 72 countries have acted to end the distribution of free and low-cost supplies of breast-milk substitutes to hospital and maternity facilities and another 53 countries continue their practice of prohibiting such distribution.

216. The movement towards ratification of the Convention on the Rights of the Child has maintained its dynamism, gaining momentum from the World Conference on Human Rights and its call for universal ratification of the Convention by 1995. As at 1 January 1994, 154 countries had ratified the Convention; furthermore, the Committee on the Rights of the Child has become fully operational. By the end of 1993, the Committee had received 31 country reports and reviewed 17 of them.

217. National programmes of action for children, as required by the World Summit for Children, have been completed by 91 countries and cover some 85 per cent of the child population in developing countries and 79 per cent of the child population of the world. Extension to provincial and municipal levels has made such programmes increasingly operational. Every Indian state and every Chinese province is now preparing its own programme of action for children; in Latin America and the Caribbean, 16 out of 23 countries surveyed are carrying out programmes at subnational levels.

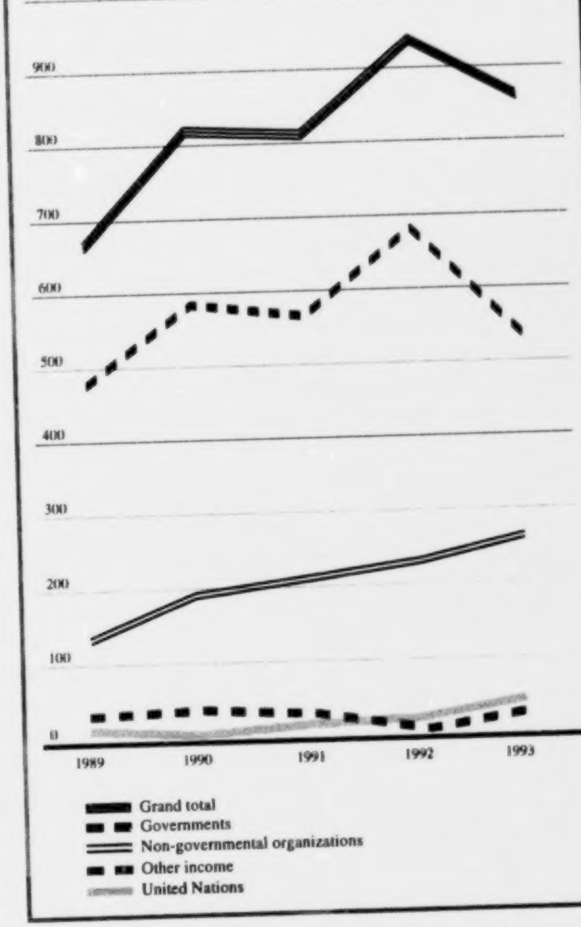
218. Heads of State and other high-level representatives of the nine most populous countries met at New Delhi in December 1993. China, Indonesia and Mexico clearly appear to be moving towards the goal of having at least 80 per cent of primary school age children receive primary education. Brazil, Egypt and India are making rapid progress towards the same goal. Bangladesh, Nigeria and Pakistan need to make further headway towards those goals, but solid progress can be expected in the future. While the conference was a turning-point for education, the participants also emphasized the proven strategies already in place for global achievement of health, nutrition, water supply and sanitation goals.

219. Consensus has been reached on a set of targets for the end of 1995 that will demonstrate the seriousness of the world's commitment to the goals for children established in the Convention on the Rights of the Child. That consensus, built from Organization of African Unity (OAU) and South Asian Association for Regional Cooperation summit meetings and the Asia and Pacific Ministerial Consultation on Goals for Children in the 1990s, was apparent on 30 September 1993, at the Round Table on Keeping the Promise to Children convened at United Nations Headquarters. Seven heads of State or Government, along with special envoys and ministers from another 17 countries, particicipated in the round table, which coincided with the third anniversary of the World Summit for Children.

FIGURE 9

Summary of the income of the United Nations Children's Fund, 1989-1993

(Millions of United States dollars)



220. The momentum for achieving the goals of the Convention is stronger in some countries and programme areas than in others. Despite the proven merits of oral rehydration therapy, over $1 billion is still being spent on anti-diarrhoeal remedies, most of which are useless or harmful. Each year 3 million more children die from diarrhoea, although oral rehydration therapy could prevent most of those tragic deaths. In addition, the goal of eliminating neonatal tetanus by 1995 will not be achieved unless

efforts are greatly accelerated. The rise of maternal mortality also requires increased attention and action, as does pneumonia, now the leading killer of children.

221. Industrialized countries could show their collective resolve by providing the modest level of resources required to sustain the global momentum for children. Most developing countries have demonstrated their commitment to that enterprise. Proceeding with the resources at hand, they have shown extraordinary political will to improve the lot of their children. The industrialized countries, in conformity with their pledge at the World Summit for Children to re-examine their development assistance budgets, must now demonstrate the same degree of political will (see fig. 9 above).

3. UNITED NATIONS POPULATION FUND (UNFPA)

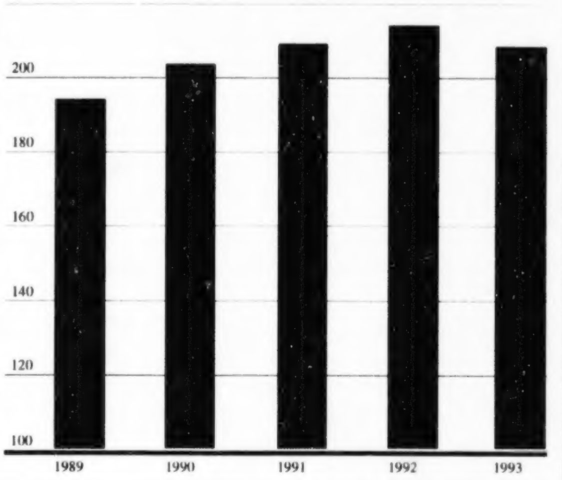
222. In 1993, UNFPA, directed by Dr. Nafis Sadik, supported population programmes in 137 countries and territories. The Fund operates field offices, each headed by a country director, in 58 of those countries. UNFPA approved 480 new projects in 1993, for a total cost of $72.4 million. That total included 368 new country projects amounting to $60.4 million, or 36.8 per cent of total allocations of $164.1 million to country projects. Allocations to continuing country projects amounted to $103.7 million, or 63.2 per cent of total allocations to country projects. Priority countries received $119 million, or 72.5 per cent of the total amount of resources allocated to country programmes and projects in 1993. The number of projects directly executed by Governments in 1993 totalled 473, valued at $42.4 million, or 25.8 per cent of total country project allocations for that year.

223. In 1993, UNFPA conducted an update of its 1989 review and assessment exercise, examining the factors responsible for success and failure in national population programmes. The update acknowledged that political will and national commitment in a large number of developing countries had contributed to the promotion of population programmes and to the reduction of the annual rate of population growth. With the assistance of the Fund, a majority of those countries had built the institutional capacity needed to collect and analyse data on fertility, mortality, migration and population distribution. The countries use those data in the planning and implementation of population and development policies and programmes. Efforts to take better account of the institutional and socio-cultural specificities of each country are still needed in the formulation of population policies and strategies. In the future, the Fund will enhance its support base and encourage Governments to undertake appropriate policy-oriented research, population surveys and socio-cultural studies.

FIGURE 10

Voluntary contributions to the United Nations Population Fund (core and non-core), 1989-1993

(Millions of United States dollars)



224. The effort to broaden the scope of programmes in order to encompass a more comprehensive reproductive health care approach was one of the most notable features of UNFPA work during the period under review. The Fund accompanied that broadening effort with increased attention to the needs and empowerment of women, placing particular emphasis on enhancing their economic status and exploring the linkages between women's economic activities and female reproductive behaviour. Women must be at the centre of the reproductive health care and family planning process.

225. UNFPA has sought to strengthen and refine its programming process, focusing on strategic programming and the requisite policy and technical assistance. In the past year the Fund has continued to address relevant aspects of General Assembly resolution 47/199, including, most notably, those dealing with the country strategy note, harmonization of programming cycles, the programme approach, national execution, national capacity-building, decentralization and training. It has continued to work closely in those and other respects with United Nations partner agencies and organizations.

226. UNFPA revised its operational guidelines on decentralization in 1993, considerably expanding programme approval authority at the field level. Moreover, the Fund has extended total programme approval authority, on a trial basis, to Algeria, Bangladesh, Burkina Faso, Ethiopia, Honduras, Malawi, Pakistan, Peru, the Philippines, Senegal, the South Pacific subregion and the Syrian Arab

Republic, and plans to extend such approval authority to other countries if warranted by the pilot experiences.

227. The principal mechanism of the Fund for providing technical assistance at the country level is the country support team, of which there are currently eight in operation. The work of the teams is complemented by specialists and coordinators located at the United Nations and its regional commissions, at the headquarters of specialized agencies of the United Nations system and at the regional offices of WHO. During 1993, country support teams fielded missions in almost 100 countries and participated in selected programme review and strategy development exercises, and tripartite project reviews. They also helped to formulate and appraise selected country projects and assisted UNFPA field offices in monitoring country programmes.

228. The International Conference on Population and Development, to be held at Cairo from 5 to 13 September 1994, will be the first United Nations conference convened explicitly to address population concerns as they relate to sustained economic growth, sustainable development, poverty alleviation, gender equality and reproductive health. The Conference represents the last opportunity in the twentieth century for the international community collectively to address the critical challenges and interrelationships between population and development. The objective of the Conference is to forge an international consensus on a 20-year plan of action that addresses population issues as an indispensable component of sustainable development. The consensus should include a shared understanding that the purpose of population policies and programmes is to help meet the needs and fulfil the human rights of individual women, men and children.

229. The International Conference on Population and Development has been given an explicitly broader mandate than earlier population conferences, reflecting the growing international awareness that population change, poverty, inequality, patterns of consumption and threats to the environment are so closely intertwined that none of them can be addressed effectively in isolation. Two overriding themes stand out in the Conference process: the full integration of population concerns into development and the centrality of human beings in the development process.

230. The third and final meeting of the Preparatory Committee for the Conference was held in New York from 4 to 22 April 1994. The meeting, attended by 170 country delegations and almost 1,000 representatives of non-governmental organizations, represented the culmination of the past three years of intense and comprehensive preparation for the Conference at national, regional and global levels. The programme of action being placed before the Conference sets specific goals, estimates the human and financial resources needed to meet them and outlines the roles to be played by Governments, the international community, non-governmental groups and others.

231. The programmatic implications of the Conference pose major challenges for the future. Like the World Summit for Social Development and the Fourth World Conference on Women, with which it shares many common goals, the International Conference on Population and Development will prove a positive force for progress only if Governments, local communities, the non-governmental sector and the international community demonstrate a strong commitment to turn its recommendations into positive action.

232. In addition to preparation for the Conference, which is being undertaken by UNFPA in close collaboration with the Population Division of the Department for Economic and Social Information and Policy Analysis, and with the active support of the regional commissions and most United Nations programmes and agencies, the Fund faces numerous tasks in the coming year. The world community still lacks an accurate measure of estimated global requirements for contraceptive commodities and the means to provide contraceptives to meet those needs. The Fund will work to adopt an integrated approach to reproductive health care; to strengthen policies and procedures for matching resources to evolving needs at the country level; to improve strategic planning and programme implementation; and to mobilize additional resources to help countries to meet the basic needs of national population programmes. UNFPA will also work to address the special problems associated with the ageing of populations and to devise policies and provide assistance and services responsive to the needs of refugees and recent migrants.

4. WORLD FOOD PROGRAMME (WFP)

233. WFP, directed by Ms. Catherine Bertini, is the food aid arm of the United Nations system, and is uniquely placed to assist poor and hungry people in both emergencies and development efforts. Emergencies require immediate action and food security must be a priority, but beyond the urgent demands of the moment lie the challenges of the longer term. Food for humanitarian assistance must over time become food for development, and this must be followed by self-sustaining food production in times of peace. Understanding the continuum between emergencies and development and acting on that understanding is one of the most challenging intellectual and physical projects of our time.

234. With total expenditure in 1993 of $1.6 billion, WFP is a major source of grant assistance for developing coun-

tries in the United Nations system. Of that amount, the Programme used 69 per cent for emergency relief, 25 per cent for development projects and 6 per cent for programme support and administrative costs.

235. In 1993, WFP assistance directly benefited 47 million poor people. Of that number, 29 million were disaster victims and 18 million were beneficiaries of Programme-assisted development projects. Most of them were women and children, in emergencies caused by war or drought, in nutrition and health improvement schemes and in primary education and training programmes.

236. WFP distributed most of its relief assistance to victims of disasters caused by man, not by nature: it allocated almost 50 per cent of its relief commitments in 1993 to countries facing acute and widespread distress in sub-Saharan Africa and another 30 per cent went to the countries of the former Yugoslavia through contributions additional to those available to the Programme for developing countries. WFP reached nearly all refugees in dire need of food assistance, covering about one third of the world's refugee population in 1993; it also reached more than 80 per cent of the estimated number of displaced people.

237. The Programme handled a portfolio of 237 development projects at the end of 1993, with a total aid commitment of $2.8 billion. At 41 per cent, Africa continued to receive the largest share of the Programme's development assistance in 1993, with 39 per cent going to Asia and 20 per cent to Latin America and the Caribbean.

238. A key area of concern for WFP continues to be the integration of activities along the emergency to development continuum, including disaster prevention, preparedness, mitigation, relief and rehabilitation. In addition to including disaster mitigation elements in development projects, the Programme made some progress in capacity-building under relief operations. Donors have made special funding available for further studies and experiments in those areas.

239. With its network of country offices, logistics and transport expertise, WFP has been called upon to take the lead in a number of complex operations on behalf of the international community. For example, it has organized regional relief operations in order to provide basic food rations for ex-soldiers, returnees and internally displaced people at various stages and locations in the process of their reintegration. It has worked in collaboration with the United Nations High Commissioner for Refugees and with non-governmental organizations, which are often involved in implementing such projects. In many instances, those complex operations are facilitated by WFP development programmes already in place.

240. Significant changes have taken place in the organizational structure of WFP at its headquarters so that the Programme may better support its field activities. Special attention has been given to strengthening the Operations Department. Almost 80 per cent of long-term Programme staff work in 85 country offices, serving more than 90 developing countries and comprising the largest global network in food aid.

241. At the request of the Committee on Food Aid Policies and Programmes, the governing body of WFP, a major review of policies, objectives and strategies was launched. The outcome of that review will set the direction for the Programme for the remainder of the decade. The preparatory process for the review has involved extensive consultation not only with the Committee, but also with eminent persons, academics, practitioners from the United Nations and representatives from non-governmental organizations and other agencies.

242. A number of important considerations have emerged from those consultations. First, the main goal of the Programme should be to work towards the eradication of hunger. Secondly, the Programme must focus on the hungry poor, their identity, location and the causes of their hunger. Thirdly, in its programmes and activities, WFP must only intervene in situations where food provision constitutes a key aspect of the solution. Based on such considerations, the Programme would focus on activities that provide a safety net for people in urgent need; that support human resource development, particularly for women and children, who are the most vulnerable; and that provide the unemployed poor with opportunities to earn incomes and build assets. In short, its food aid would be used in ways that promote the self-reliance of the poor and hungry. To increase further the efficacy of its work, WFP should adopt a country programming approach.

243. WFP has responded to General Assembly resolutions, particularly 47/168 of 22 December 1992, 47/199 and 48/162. The follow-up to those resolutions has led the Programme to improve its emergency response capacity, to strengthen coordination mechanisms at the field level for relief and development activities, and to prepare for reform in the composition and functioning of its governing body. As part of that effort, the Programme has raised and enhanced its working arrangements with UNHCR. Vulnerability mapping, emergency training, food needs assessment missions, development project design, creative use of food aid in emergency situations, quick-action rehabilitation projects and the establishment of rapid response teams were other key elements in the response of the Programme to the Assembly resolutions.

244. Three WFP staff members at present hold resident coordinator posts and that number is expected to grow in the coming years as the policy of the Joint Consultative Group on Policies to expand the pool for selection is put into practice.

5. UNITED NATIONS INTERNATIONAL DRUG CONTROL PROGRAMME

245. During the period under review, the United Nations International Drug Control Programme, headed by Mr. Giorgio Giacomelli, carried out its activities on the basis of a three-tiered strategy articulated at the country, regional and global levels. At the country level, the Programme helped several Governments to complete national drug control master plans, which are national agendas that give due priority to drug control. The Governments include those of India, the Lao People's Democratic Republic and Sri Lanka in Asia, and Bolivia, Colombia, Ecuador and Peru in Latin America.

246. The Programme worked with Governments, including those of the Baltic States, to establish rapid assessment mechanisms of country-level drug abuse problems. The Programme also provided legal expertise, often aimed at harmonizing domestic legislation with international norms, to 27 African countries, 2 South-East Asian countries and 7 Eastern European countries and member States of the Commonwealth of Independent States (CIS). In 1993-1994, the Programme trained and provided logistical support to prosecutor's offices in Colombia and Bolivia for the expedition of drug-related judicial cases. The Programme provided training and other support to the counter-narcotics police forces and customs authorities in Bolivia, Brazil, Chile, Colombia and Ecuador to enhance the effectiveness of investigations in those countries.

247. The Programme has also proved instrumental in fostering drug control efforts at the regional level. In October 1993, the Programme helped to finalize an agreement that brought the Lao People's Democratic Republic into a pre-existing drug control cooperation arrangement supported by the Programme that includes China, Myanmar and Thailand. The arrangement covers activities in alternative development, demand reduction and institution-building. The coordination mechanism of the United Nations International Drug Control Programme for drug control assistance for Eastern European countries, the Baltic States and CIS became fully operational in 1993, beginning with a multi-country assessment of the drug-related problems and needs of the region. In April 1994, the Programme signed a subregional drug control cooperation agreement with Argentina, Bolivia, Chile and Peru, which envisaged regional programmes beginning in October 1994 to include the training of police officials, customs officers, rehabilitation specialists and media representatives responsible for national public awareness campaigns. In May 1994, the Programme brokered a subregional cooperation agreement between the Governments of the Islamic Republic of Iran and Pakistan, which coincided with the launching of a major cross-border control programme to be co-financed by the Programme.

248. The United Nations International Drug Control Programme is helping to clarify the relationship between drug abuse as a global priority and other problems facing the international community. In 1994, the Programme completed a study focusing on the linkages between drug abuse and development, calling particular attention to the threat posed by the illicit drug problem to economic reforms in developing countries. Another study completed by the Programme in 1994 analyses the socio-economic impact of the illicit opiate industry in a country in Asia and concludes in part that the industry exacerbates inequitable income distribution in the country. By providing an integrated, empirical analysis of socio-economic and drug abuse issues, the study breaks new ground. The Programme plans to replicate this type of study in other parts of the world. Given the increasing linkages between development and drug abuse in today's world, the working arrangement between UNDP and the Drug Control Programme signed in October 1993 should enhance the abilities of both Programmes to carry out their respective missions.

249. In the crucial field of demand reduction, Programme assistance is aimed at strengthening the capacity of Governments to collect and analyse data on drug abuse. In Latin America, the Programme provided support to Bolivia, Brazil, Chile, Ecuador, Nicaragua, Peru and Venezuela for baseline studies on the nature and extent of drug abuse in those countries. In Pakistan, the Programme raised public awareness of the drug threat through an integrated drug demand reduction programme in the formal education system, targeting students, teachers, parents and community leaders. The Programme continued preparations for the World Forum on the Role of Non-Governmental Organizations in Drug Demand Reduction, scheduled for December 1994. It also serviced regional forums in every major region of the world, helping to create a vastly expanded network of non-governmental organization counterparts ready to work for the prevention of drug abuse.

250. In the field of AIDS prevention, the United Nations International Drug Control Programme has launched the implementation phase of a national preventive education programme as one component of a larger anti-AIDS initiative sponsored jointly by the Government of Brazil, the World Bank, WHO, UNESCO and the Drug Control Programme. The Programme targets intravenous drug users as a means to slow the spread of HIV. In Viet Nam, the

Programme headed a study on drug-injecting practices in order to help the Government to determine the extent to which drug abuse fuels the spread of HIV and AIDS.

251. Total expenditure for the United Nations International Drug Control Programme in 1992-1993 amounted to $153 million, of which approximately 92 per cent was funded by voluntary contributions. The Programme uses $120 million of that amount for over 300 operational activities in 50 countries. In view of the continuous rise in drug-related problems throughout the world, I call on Member States to provide the political and financial support required to pursue the new international priorities in drug control.

6. TECHNICAL COOPERATION PROGRAMMES OF THE UNITED NATIONS SECRETARIAT

252. The focal point at United Nations Headquarters for technical cooperation for development efforts of developing countries and countries in transition is the Department for Development Support and Management Services. Total project expenditures of the Department in 1993 approximated $126 million for over 700 projects in a dozen sectors. Of that amount, UNDP funded about $54 million. The Department disbursed 44 per cent of its expenditures in Africa. In order to carry out its projects, over the past year the Department fielded about 1,200 international consultants to work in collaboration with national personnel. The Department calls on a worldwide roster of approximately 4,000 consultants, 2,300 consulting companies and 6,300 suppliers of equipment. The Department also helps Governments to identify, select and purchase the most appropriate services and equipment for their development projects and supports capacity-building for work in those areas. Training is a vital component of such activities: in 1993, training placements were made for some 3,300 persons from over 100 countries.

253. In two areas of concern to the Department, advisory services and natural resources and energy, the Secretariat has proceeded, with the approval of the General Assembly, to decentralize many activities to the regional commissions. Decentralized activities in the natural resource area will be managed as part of a single, integrated technical cooperation programme by a joint management board, with participation by the Department, the regional commissions and UNDP. This should greatly enhance the responsiveness and effectiveness of assistance provided by the Organization.

254. The Department for Development Support and Management Services has continued to create closer structural and functional links with UNDP. A joint task force has been established to consider ways of strengthening substantive support to be provided to UNDP by the Department. The task force is concentrating on activities of common interest relating to economic advice for Africa, public management and governance, private sector support and natural resources and environmental assistance. Review of the work programmes of the respective units dealing with those subjects is leading to joint activities and other forms of cooperation. In particular, the Department and the Programme will enhance their support to Member States in the priority areas of sustainable human development. To the same end, the Department and the Programme are reviewing arrangements for coordination with the Office for Project Services in the light of recent decisions and recommendations of the Executive Board of UNDP concerning the institutional location of that Office. Coordination should be facilitated by the proposed establishment of an Office for Project Services management coordinating committee and an advisory group of users.

7. OFFICE FOR PROJECT SERVICES

255. As part of efforts to improve the performance of the economic and social sector of the United Nations, proposals were put forward and subsequently revised, in the light of consultations with the Executive Board of UNDP, which would establish the Office for Project Services, previously part of UNDP, as a distinct United Nations entity providing implementation services, management and other support services, and loan administration/project supervision on behalf of the Organization. Headed by Mr. Reinhard Helmke, the Office would report through a management coordination committee, consisting of the Administrator of UNDP as Chairman, the Under-Secretary-General of the Department of Administration and Management and the Under-Secretary-General of the Department for Development Support and Management Services, to the Secretary-General and the Executive Board of UNDP.

256. The Office for Project Services has been recognized both by the Executive Board of UNDP, which has regularly examined its role during 20 years of project implementation, and by its clients, from whom demand has increased consistently, as a flexible, innovative and effective instrument for the provision of services to developing countries. It will continue to develop operational modalities that enable it to operate on a businesslike and self-financing basis.

257. In 1993, the Office for Project Services managed a portfolio of more than 1,700 projects, delivering $383 million of project inputs. The Office also implemented 98 management service agreements, worth $538 million, which UNDP concluded with borrowers from multilateral development banks, recipients of bilateral grants and recipient Governments utilizing their own resources. It also became the principal cooperating institution of IFAD, with an

expanded portfolio of 95 projects in 56 countries. The portfolio implemented by the Office funded under the Global Environment Facility and the Montreal Protocol to the Vienna Convention for the Protection of the Ozone Layer grew in 1993 by 42 projects, totalling $46 million.

258. To strengthen its support to the development of national capacity and to operate in closer proximity to project locations, the Office for Project Services has established a pilot Management Support Unit in Central America to provide decentralized support to its projects. Experience gained there will provide the basis for further decentralization to other regions.

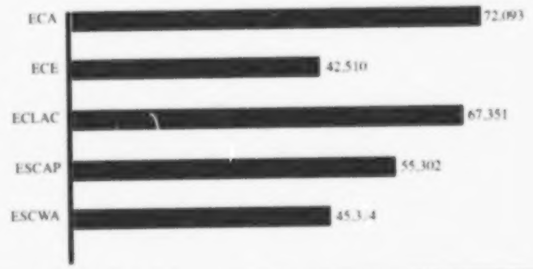
C. Regional development activities

259. The Secretariat established a task force in 1993 to review options for the redeployment of resources and the decentralization of activities within the economic and social sectors of the United Nations. In its resolution 48/228 of 23 December 1993, the General Assembly endorsed an increase in the share of resources allotted to regional activities under the United Nations regular programme of technical cooperation from approximately 40 to 60 per cent for the biennium 1994-1995. As a result, the regional commissions have become the main providers of advisory services financed from the regular budget (see fig. 11).

FIGURE 11

Regional commissions: revised appropriations for the programme budget for the biennium 1992-1993

(Thousands of United States dollars)



260. The General Assembly has also agreed to proposals for a large measure of decentralization of activities in the field of natural resources and energy, under arrangements that will ensure integrated management of the performance of the Organization in those areas. Once fully implemented, those measures will engage regional commissions more closely in the provision of technical support to countries in their respective regions. This should enhance the responsiveness of the Organization to the development support requirements of the memberships and improve overall efficiency.

1. ECONOMIC COMMISSION FOR AFRICA (ECA)

261. ECA, directed by Mr. Layashi Yaker, conducted its work in the past year against the backdrop of an international economic environment marked by a lack of general expansion in the industrialized countries and continuing civil conflict and various natural disasters in several countries of the region. As may be read from the Commission's overall assessment of economic and social conditions in the region in the *Economic Report on Africa 1994*, those factors had a profoundly negative impact on economic performance in the African region, despite some notable successes.

262. The theme of the twenty-ninth session of the Commission, which also coincided with the close of its thirty-fifth anniversary, was "Building Critical Capacities in Africa for Accelerated Growth and Development". The Commission addressed the issues of critical capacities in support of good governance, the building and full utilization of human resources, the development of entrepreneurial skills for public- and private-sector management, the building and utilization of physical infrastructure, the exploitation of natural resources, the diversification of African economies into processing and manufacturing, the support of food security and the mobilization and efficient allocation of domestic and external financial resources. The policy document issued by the Commission, entitled "A Framework Agenda for Building and Utilizing Critical Capacities in Africa: A Preliminary Report", outlines detailed recommendations and a framework for action in the priority areas identified above.

263. Conference servicing is an integral part of the work of the Commission's secretariat. In January 1994, the Commission organized at Addis Ababa the first meeting of African Ministers responsible for human development, attended by high-level representatives from 36 member countries. The meeting considered an African Common Position on Social and Human Development in preparation for the 1994 World Summit for Social Development. The African Common Position was presented to the first meeting of the Preparatory Committee for the World Summit in New York in February 1994.

264. The Commission's secretariat is assisting its member States in the preparations for the Fourth World Conference on Women. To that end, it is organizing the fifth African regional conference on women, to be held at Dakar in November 1994. At the same time, the Commission has supported the goals of the Conference by assisting in the formation of an African Federation of Women Entrepreneurs. In addition, feasibility studies are being conducted on the establishment of an African women's bank in conjunction with other potential stakeholders.

265. During the past year, ECA has responded to the need for post-conflict peace-building by fielding missions to some of its member States, namely, Eritrea, Ethiopia, Mozambique, Rwanda and Somalia. Activities in those countries have involved reconstruction, development and the assessment of areas of assistance in rehabilitation. The needs of those member States vary considerably. Some countries have requested assistance in the mobilization of financial resources, while others have asked for support to revive their institutions of economic management. Still others require a broader spectrum of rehabilitation and development of economic and social institutions and infrastructures. The Commission has worked to respond flexibly to this wide variety of needs. In support of such efforts, the Commission at its twenty-ninth session endorsed the establishment of a trust fund for peace-building, post-conflict rehabilitation, reconstruction and development.

266. During the period under review, several member States have benefited from the technical assistance of ECA. Assistance is provided on a grant basis, mainly through the ECA Multidisciplinary Advisory Group. The frequency and diversity of requests for technical assistance through the Advisory Group confirm its relevance to the members of the Commission. ECA has also implemented field projects in various areas of development, including industry, agriculture, transport and communications, and the management of energy and information systems.

267. ECA renders that assistance in a form of free-standing technical advisory services. During the period from December 1993 to August 1994, technical advisory services were provided to 16 States members of ECA and 10 intergovernmental organizations in the region. Among the latter were the Arab Maghreb Union, the Economic Community of West African States, the Southern Africa Development Community, the Intergovernmental Authority on Drought and Desertification, the African Energy Policy Research Network, the African Training and Research Centre in Administration for Development, the West African Development Information System, Semi-Arid Food Grain Research and Development, the Permanent Inter-State Committee on Drought Control in the Sahel and the African Institute for Economic Development and Planning.

268. The member States that benefited from ECA advisory services were Algeria, Botswana, Cameroon, the Congo, Côte d'Ivoire, Djibouti, Kenya, Mali, Mauritania, Mozambique, Namibia, Nigeria, Seychelles, the United Republic of Tanzania, Zambia and Zimbabwe. Requests for advisory services from member States were in such areas as preparing macroeconomic development plans; establishing environmental plans; preparing indicators for planning and development; training in national accounts, rationalization and strengthening ministerial structures for economic organizations; needs assessment for information system development; and assistance for technology manpower development.

269. ECA supports the implementation of the Abuja Treaty establishing the African Economic Community. Soon after the Treaty came into force in April 1994, ECA prepared and presented a policy document in May entitled "Policy Convergence for Regional Economic Cooperation and Integration: Implementation of the Treaty Establishing the African Economic Community". The report urged member States to accelerate the process of policy convergence in sectoral and policy issues in the context of regional integration.

270. The Commission had hoped that significant pledges of voluntary contributions would be made to the United Nations Trust Fund for African Development during the ninth pledging period, 1993-1994, but that hope was not fulfilled. Extrabudgetary resources available to the Commission have continued to decline, affecting its operational capacity and limiting its flexibility in responding to the emerging priorities of its member States.

2. ECONOMIC COMMISSION FOR EUROPE (ECE)

271. ECE, under the direction of Mr. Yves Berthelot, has continued to address the environmental challenges of the region, particularly those with a transboundary dimension. Between 1979 and 1994, the Commission has developed nine international, legally binding instruments (four conventions and five protocols) on air pollution, environmental impact assessment, industrial accidents and transboundary waters. The most recent of those instruments, the Protocol to the 1979 Convention on Long-range Transboundary Air Pollution on Further Reduction of Sulphur Emissions, was adopted at Oslo on 14 June 1994. The Commission has designed these instruments to integrate countries with economies in transition into a pan-European legal and economic framework for environmental and other cooperation.

272. In order to make the conventions fully operational on a region-wide level, the Commission in its decision F (49) of 26 April 1994 called upon States members of ECE that had not already done so and EU to ratify or accede to those legal instruments.

273. The Committee on Environmental Policy, with the assistance of its senior government officials, advanced in the preparations for the Sofia ministerial conference on the theme "Environment for Europe" to be held in 1995. The strategy being developed consists of an environmental action plan for Central and Eastern Europe, a report on the state of the environment in Europe and an environmental

programme for Europe. Coordinated by the senior government officials, preparations involve EU, WHO, the World Bank, OECD, the Council of Europe and various non-governmental organizations active in the ECE region.

274. In addition, the Committee on Environmental Policy examined the gradual extension of the OECD country environmental performance review programme to Central and Eastern Europe in cooperation with OECD. The Committee also finalized guidelines on integrated environmental management in countries in transition, prepared on the basis of a series of workshops organized under an ECE/UNEP activity on strengthening environmental management capability in Eastern and Central European countries. Similarly, the Committee adopted soft-law texts in the form of recommendations to Commission Governments in the field of environmentally sound technology and products, environmental product profiles and environmental policy financing:

(a) Recommendations to ECE Governments on the Prevention of Water Pollution from Hazardous Substances (ECE/CEP/2);

(b) Recommendations to ECE Governments on Environmentally Sound Technology and Products and on Environmental Product Profiles (ECE/CEP/3);

(c) Recommendations to ECE Governments on the Financing of Environmental Policies (ECE/CEP/4-ECE/EC.AD/45).

275. ECE submitted its action plan to implement Agenda 21 to the United Nations Commission for Sustainable Development at its second session, in May 1994, pursuant to Commission decision F (48) and with the general approval of the senior advisers to ECE Governments on environmental and water problems. The action plan covers major regional issues related to Agenda 21.

276. ECE launched advisory services in the field of energy efficiency in 1994. The Commission designed its Energy Efficiency 2000 project to enhance cooperation and trade in energy-efficient technologies used in an environmentally sound manner towards the improvement of energy management practices in countries in transition. After the satisfactory completion of the first phase, the Commission launched a second three-year phase on 1 June 1994. That phase emphasizes the role of energy efficiency and renewable energy resources in reducing greenhouse gases and acidifying substance emissions, as well as the creation of demonstration zones to implement energy-efficient strategies for stimulating initiatives and entrepreneurship in countries in transition. The Commission also initiated a new technical cooperation programme for a "gas centre" to promote and develop a market-based gas industry in those same countries.

277. At its joint session with the Forestry Commission of the Food and Agriculture Organization of the United Nations (FAO) in October 1993, the ECE Timber Committee reviewed the implications for policy of the recently completed forest resource assessment of the temperate regions. ECE and FAO are acting jointly as international coordinator for the implementation of the Final Act of the Conference on Security and Cooperation in Europe (CSCE), held at Helsinki in 1975, on activities to assist countries in transition in the forest sector.

278. During the period under review, ECE has made significant strides in the field of transport. The Commission has contributed to the elaboration of uniform norms and standards regarding transport, the facilitation of border crossings and the planning of coherent infrastructure networks for road, rail, inland water and combined transport. The Commission made important progress in the harmonization of European requirements concerning international transport of dangerous goods by road, rail and inland waterways with those concerning transport of such goods by sea and air. The Commission acted on the basis of the recommendations developed by the Committee of Experts on the Transport of Dangerous Goods, a subsidiary committee of the Economic and Social Council.

279. The Commission progressed in the establishment of a uniform set of norms and requirements for the construction of road vehicles, covering a wide range of factors relating to active and passive safety, environmental protection and energy conservation. The Commission has paid special attention to activities in the field of road safety under the recently revised Vienna Convention on Road Signs and Signals. As regards border crossing, the Commission finalized the customs container pool convention and the report on the facilitation of border crossing in international rail transport. The Commission also made progress on the customs transit procedures for goods traffic by rail.

280. A second European Transport Conference, organized by the European Parliament and EU, in cooperation with ECE and other international organizations, was held in Crete from 14 to 16 March 1994. The Declaration adopted by the Conference fully acknowledges the work of ECE in the transport area, placing emphasis on its international transport agreements, which have made an important contribution to Europe-wide transport policy. The Commission agreed to convene a conference on transport and the environment in 1996, in close cooperation with EU and the European Conference Ministers of Transport, as well as other international organizations.

281. The Commission published the *Economic Bulletin for Europe*, vol. 45 (1993), and the *Economic Survey of Europe in 1993-1994*. Each publication contains in-depth analyses of current economic developments and short-term prospects in Europe and North America. The publications devote special attention to developments in the Central and East European countries and the progress made in transforming their economies into market systems.

282. Under the ECE Working Party on Facilitation of International Trade, the development of United Nations/Electronic Data Interchange for Administration, Commerce and Transport (EDIFACT) messages has progressed rapidly within the framework of the EDIFACT Joint Rapporteurs Programme. The Commission, UNCTAD and the International Trade Centre UNCTAD/GATT established an inter-secretariat task force to improve coordination concerning trade facilitation.

283. During the period under review, ECE has been engaged in preparations for the Fourth World Conference on Women. A European preparatory meeting will be held in October 1994. For the second United Nations Conference on Human Settlements (Habitat II), the Commission will hold a regional preparatory meeting in September 1994.

3. ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN (ECLAC)

284. Major trends within the States members of ECLAC that have significantly influenced its work, under the direction of Mr. Gert Rosenthal, in recent years include increasing market orientation, notable progress in democratization, and increasing efforts to adapt internationally available technology to local conditions. Poverty, however, is increasing in the region, income distribution is worsening and levels of savings and investment continue to be insufficient. The ongoing process of globalization has continued to impact the work of the Commission, with cross-sectoral, global issues such as environment and development and population and development becoming increasingly important in the region.

285. These trends clearly define ECLAC's priority agenda, both for its analytical work and for its operational activities. As part of a common effort by the Governments of member States and the secretariat to enhance the relevance of the Commission's work programme, four major statements were issued during the period under review: *Latin America and the Caribbean: policies to improve linkages with the global economy*; *Open regionalism in Latin America and the Caribbean: economic integration as a contribution to changing production patterns with social equity*; *The Social Summit: a view from Latin America and the Caribbean*; and *Health, social equity and changing production patterns in Latin America and the Caribbean*, as a follow-up to *Education and Knowledge: basic pillars of changing production patterns with social equity* (1992).

286. Governments of member States reviewed these documents favourably during the twenty-fifth session of the Commission recently held at Cartagena de Indias, Colombia, from 20 to 27 April 1994. They have been widely disseminated since then.

287. During the period under review, the Commission has continued its efforts to assist Governments of member States in the reform of the public sector and financial markets; the introduction of innovations in the productive sector; poverty reduction strategies; follow-up to Agenda 21; and advancement of the Latin American and Caribbean perspective on major trade issues, such as the Uruguay Round. Additionally, the ECLAC secretariat participated in peace-building activities in El Salvador by supporting the United Nations Secretariat on the economic aspects of implementing the Peace Accords of Chapultepec, signed by the Government of El Salvador and the Frente Farabundo Martí para la Liberación Nacional (FMLN) in Mexico in January 1992.

288. The Commission also maintained its permanent role in monitoring economic events in the region. With the *Preliminary Overview of the Economy of Latin America and the Caribbean*, published in December of each year, the *Economic Survey of Latin America and the Caribbean* and the *Statistical Yearbook for Latin America and the Caribbean*, the Commission gives formal expression to this role.

289. The Commission continues to be the main forum for economic and social affairs in Latin America and the Caribbean. Intergovernmental meetings held by the Commission during the reporting period include the seventeenth meeting of the Presiding Officers of the Regional Conference on the Integration of Women into the Economic and Social Development of Latin America and the Caribbean (December 1993); the sixteenth meeting of the Presiding Officers of the Regional Council for Planning of the Latin American and Caribbean Institute for Economic and Social Planning (ILPES) (November 1993); the nineteenth session of the Committee of High-level Government Experts (March 1994); the fifteenth session of the Caribbean Development and Cooperation Committee (CDCC) (July 1994); and the tenth meeting of the ILPES Regional Council for Planning (July 1994). The Commission held approximately 60 seminars and ad hoc expert meetings between September 1993 and August 1994 and provided technical support to several presidential forums, including the Meeting of Heads of State of the Rio Group (Santiago, October 1993) and the

Meeting of Heads of State of Central America and Panama (Guatemala, October 1993).

4. Economic and Social Commission for Asia and the Pacific (ESCAP)

290. Though certain tensions and conflicts linger in Asia and the Pacific, the peace and stability which characterized much of the region allowed States members of ESCAP, headed by Mr. Rafeeuddin Ahmed, to devote their attention and resources to economic and social development goals. Economic growth and social development in the region are in turn reinforcing cooperation and stability. This increased will to cooperate, particularly evident in the rigorous implementation of policy reforms and increasing intra-regional trade, has greatly facilitated the work of the Commission.

291. Against this background, the fiftieth session of the Commission concluded on 13 April 1994, at New Delhi, on a note of high optimism for the future of the region. The session also generated a realistic appreciation of the complex nature of the many problems of development that lie ahead. The adoption of the Delhi Declaration on Strengthening Regional Economic Cooperation in Asia and the Pacific towards the Twenty-first Century gives evidence to the region's renewed sense of identity and commitment to sustaining and spreading the momentum for development throughout the region and the States members of ESCAP.

292. The Commission gained experience in exploiting its new thematic structure to improve its service to the region. The new intergovernmental committees have all held at least one session, and efforts under the thematic programme of work and priorities have begun with the biennium 1994-1995.

293. The Commission endorsed the Action Programme for Regional Economic Cooperation in Investment-related Technology Transfer, while reviewing with satisfaction the progress in the implementation of the Action Programme for Regional Economic Cooperation in Trade and Investment. A major development for the region in this area is the decision of the Government of the People's Republic of China to become a member of the Bangkok Agreement, a preferential trading arrangement sponsored by the Commission. Once the People's Republic of China joins, the membership can be expected to expand further in the near future, enabling the Agreement to become a truly effective regional facility.

294. With a view to encouraging further intersubregional cooperation, ESCAP organized a meeting in February 1994 with the Secretaries-General of three of the subregional organizations — the Economic Cooperation Organization, the South Pacific Forum and the South Asian Association for Regional Cooperation. The next meeting is scheduled to be held at the Association of South-East Asian Nations secretariat in early 1995. The Commission has also facilitated a meeting on economic cooperation in North-East Asia which brought together, among others, the People's Republic of China, the Republic of Korea, the Democratic People's Republic of Korea and the Russian Federation. With support from Japan, growth in these countries has great economic potential for the development of the North-East Asian subregion.

295. Further Commission efforts towards enhancing regional economic cooperation include support for a jointly organized Regional Symposium on Privatization, held at Karachi from 30 January to 2 February 1994, and a Regional Seminar on East/South-East Asian Growth Experience, organized jointly with the World Bank and held at Bangkok on 19 and 20 May 1994. In addition, the work of the Commission included trade efficiency initiatives, programmes for commodities which are particularly important to the region, studies on growth triangles, and promotion of handicrafts.

296. Under the theme of poverty alleviation, the Commission revised and strengthened the Jakarta Plan of Action on Human Resources Development in the ESCAP Region. The Commission chose regional cooperation in human resources development with special reference to the social implications of sustainable economic growth as the theme for its 1995 session.

297. The Commission participated in symposia convened for actors concerned with urbanization in conjunction with the Ministerial Conference on Urbanization in Asia and the Pacific, held from 27 October to 2 November 1993 at Bangkok. In addition to the Commission, these symposia involved local authorities, non-governmental organizations, research and training institutes and the media. ESCAP also contributed to the establishment of the Asia-Pacific Urban Forum, which promotes continuing cooperation among the groups concerned. The Commission continued to work with CITYNET (Regional Network of Local Authorities for the Management of Human Settlements) on such issues as municipal finance, waste management and affordable housing. In addition, the Commission participated in the founding, in 1993, of TRISHNET, the Network of Research, Training and Information Institutes on Human Settlements in Asia and the Pacific.

298. ESCAP initiatives at various levels have benefited people with disabilities. Through subregional training workshops, the Commission helped to strengthen the management capabilities of self-help organizations for people with disabilities. On the regional level, the Commis-

sion urged Governments of members and associate members to sign the Proclamation on the Full Participation and Equality of People with Disabilities in the Asian and Pacific Region, which the Commission endorsed at its forty-ninth session in 1993. By mid-1994, 27 member and associate member Governments had signed the Proclamation.

299. Under the theme of environment and sustainable development, the Commission focused on the integration of environmental considerations into planning and decision-making, the prevention of desertification (including mapping strategies and a network of research and training centres for desertification control), the management of the coastal environment (including development of environmentally friendly coastal tourism), the prevention of trafficking in hazardous wastes and the overall raising of environmental awareness. The Netherlands and the People's Republic of China are at present co-funding a project on environmental and urban geology for sustainable development of new economic zones and fast-growing cities. Increased contributions from developing member States are encouraging developments in the region.

300. ESCAP programmes assisted member States in addressing energy demand reduction by encouraging the growth of private-sector energy consultant capacities.

301. Economic growth increases the demand for energy, and increased burning of fossil fuels generally has an adverse impact on the environment. Commission efforts to reduce energy demand are thus significant. In the period under review, the Commission also addressed the need for clean coal technology and the advantages of using natural gas. On a smaller scale, technical cooperation for developing countries on wind energy enabled States members of the Commission to share experience, equipment and training in this field.

302. Under the theme of transport and communications, the Commission has emphasized infrastructure and protocols as instrumental to the growth of trade and regional economic cooperation. In the theme study for its fiftieth session in 1994, "Infrastructure development as key to economic growth and regional economic cooperation" (ST/ESCAP/1364), the Commission conservatively predicted a shortfall of $918 billion in securing the funding necessary for infrastructure development to the year 2000. The Commission also used this study to highlight shortfalls in management and maintenance which reduce the capacity of the available infrastructure and compromise its sustainability.

303. Through its Asian Land Transport Infrastructure Development Programme, the Commission emphasizes both physical infrastructure, such as the Asian Highway and the Trans-Asian Railway, and the facilitation of land transport at border crossings. At another level, the secretariat assisted in the development of transport databases and forecasting and planning tools, including the Maritime Policy Planning Model. The Model was used in planning studies of container shipping and port development to the year 2000. Training for port and transport management emphasized electronic data interchange to improve services and reduce costs, enabling ports to remain viable in increasingly competitive environments.

304. The statistics programme of the Commission provided training and advisory services to increase national capabilities in generating the statistics the countries require for modern administrative and economic activity. An expert group meeting on national poverty concepts and measurement supported poverty alleviation programmes. Other initiatives of the statistics programme focused on environmental accounting and the preparation of national statistical profiles on women.

305. Throughout its work, ESCAP has paid special attention to the needs of economies in transition and of the least developed, land-locked and island developing countries. The Commission is working to draw lessons from the early experience of the newly industrializing economies. Specifically, it is examining macroeconomic and sectoral policies, institution-building, private-sector participation, and methods of increasing the efficiency of public administration. Commission activities in the Pacific focus similarly on assessment of economic performance and constraints, development of appropriate policy responses, and provision of training and advisory services to meet identified needs.

5. ECONOMIC AND SOCIAL COMMISSION FOR WESTERN ASIA (ESCWA)

306. Recent developments in Western Asia have posed serious obstacles to the work of ESCWA, headed by Mr. Sabah Bakjaji. Along with protracted civil strife and the continued suffering from the effects of the Gulf war, the eruption of hostilities in Yemen, the least developed country of the region, has added to the general level of instability. The region also faces inadequate regional strategies for planning and management of natural resources and for integrating environmental concerns with the development of those resources. The basic weaknesses and deficiencies in the area of statistics and information across the region pose yet another obstacle to economic and social development.

307. In the context of the Regional Symposium on Water Use and Conservation, held at Amman from 28 November to 2 December 1993, the secretariat provided the Commission with various studies and reports on the management of natural resources in Western Asia. These include a study on

water resources planning, management, use and conservation; a report on patterns of cooperation in the development of a shared water basin; a report on the establishment of a regional committee on natural resources; a regional training network in the water sector; and a regional water resources database.

308. During the period under review, the Commission pursued its activities pertaining to the implementation of Agenda 21 and of the Arab Declaration on Environment and Development and Future Prospects. The Commission advanced its efforts in this regard with the establishment of a Joint Committee on Environment and Development in the Arab Region. The Commission organized an expert group meeting, which took place on 1 and 2 December 1993 at Amman, on prospects for the substitution of ozone-depleting substances in the ESCWA region.

309. The Commission helped to organize and convene the Fifth Regional Training Workshop on Policy Analysis in Food and Agriculture. It also convened an expert group meeting to assess policies and programmes of rural development in countries of the region in October 1993.

310. In 1993, the Commission issued its *Survey of Economic and Social Developments in the ESCWA Region*, as well as a study entitled "Strengthening mechanisms and techniques of activating intraregional trade among the States members of the Commission". The study reviews joint Arab action and subregional cooperation, and also discusses mechanisms for promoting intraregional trade among States members of the Commission.

311. ESCWA convened two regional workshops on electronics industries, in addition to a regional workshop on "How to Start Your Own Business" (October-November 1993). In cooperation with the United Nations Industrial Development Organization (UNIDO) and the Arab Industrial Development and Mining Organization, the Commission prepared project profiles for the implementation of a special programme for industrial development in the Arab countries.

312. The Fourth Meeting of Heads of Central Statistical Organizations in the ESCWA Region was convened in October 1993. The Commission held an expert group on Maritime Hydrographic Surveying and Nautical Charting in May 1994; it also held a seminar on modern port pricing policies and strategies. A Management Information System in Transport was developed.

313. In the period under review, the Commission continued to provide support for member States in preparing at both the national and regional levels for relevant world conferences, particularly the upcoming World Summit for Social Development. ESCWA's support for the Meeting on Human Development in the Arab World, held in December 1993, as well as the Commission's adoption at its seventeenth session of a resolution concerning the establishment of a Committee on Social Development within ESCWA, should enhance the region's contribution to the Summit.

314. At the beginning of 1994, the Commission conducted a fundamental reappraisal and restructuring of its programmes, pursuant to an initiative of the Technical Committee in October 1993. The Commission also conducted an internal review, followed by consultations on the Restructuring of ESCWA Programmes held at Amman from 31 January to 3 February 1994.

315. As a result, the Commission abandoned its former sectoral structure in favour of a more versatile thematic structure which would foster an interdisciplinary approach and allow for greater mobility in the allocation of resources. The subsequent restructuring exercise transformed the Commission's 15 sectoral subprogrammes into five thematic subprogrammes, to be managed by six divisions. The Commission selected the following five themes: Management of Natural Resources and Environment; Improvement of the Quality of Life; Economic Development and Cooperation; Regional Developments and Global Changes; and Special Issues, including emerging issues as well as overriding country-specific issues.

D. The humanitarian imperative

1. ENHANCING COORDINATION AND TIMELINESS OF HUMANITARIAN RESPONSE

316. Poverty, human rights abuses and underdevelopment are critical factors contributing to the breakdown of societies and the outbreak of violence. As many nations struggle with economic and social development, while at the same time trying to create viable political structures, they are particularly vulnerable to crisis. I addressed some of these issues in "An Agenda for Development", and I hope that ensuing discussions will help to chart a new development paradigm. In the meantime, post-conflict nation-building must incorporate more dynamic approaches aimed not at returning to the pre-conflict status quo but at addressing the underlying causes of the manifestations of the crisis. Hence the challenge arises to ensure that the transition from emergency relief to sustainable development occurs in a seamless and mutually supporting fashion.

317. The search for individual or national identity in the post-cold-war era continues to be a major cause for convulsions in many societies. I have already commented on the political toll this has taken in terms of failed States or nations in chaos in many parts of the world, but this is not

to de-emphasize the most important consequence of this phenomenon — the vast devastation it has inflicted upon human lives. The slaughter and brutality in Rwanda, Somalia, the former Yugoslavia and many parts of the world are a cause of shame for all humanity (for the humanitarian responses to such situations, see also section IV.E below).

318. Crises such as these extend beyond national boundaries, spilling over into neighbouring countries and putting to severe test their fragile political and socio-economic structures. Today, more than 20 million people have been forced to flee their homes and seek refuge in other countries, and another 30 million have been displaced within their own countries.

319. The need for timely and effective humanitarian action has never been greater. Slow or inadequate response can easily exacerbate political and security conditions, whereas the reverse — prompt and effective humanitarian action — can work to improve the political, and consequently the security, environment. The establishment of the Department of Humanitarian Affairs two years ago has thus proved timely. Today the Department, headed by Mr. Peter Hansen, is coordinating humanitarian assistance to over 30 million people affected by ethnic and civil strife or prolonged drought in 29 countries.

320. The magnitude and range of complex conflict-related emergencies have reinforced the need for strengthened coordination among the various actors in the humanitarian field as well as between the humanitarian, political and peace-keeping activities of the United Nations. The collaboration between the Department of Peace-keeping Operations, the Department of Political Affairs and the Department of Humanitarian Affairs has continued to improve. Especially important is close cooperation at the planning stage in situations for which the Security Council has mandated peace-keeping operations to provide security and protection to humanitarian workers and relief supplies. In these crises, my recommendations to the Security Council on the size, deployment and terms of reference for the United Nations force reflect the concerted efforts of all three Departments.

321. The safety of all relief personnel working in conflict areas and other zones of danger, often times prior to the deployment of peace-keeping forces, continues to be a matter of serious concern. Local relief personnel who are specifically targeted for brutal violence require our urgent attention. The tragedy in Rwanda has incurred the highest death and casualty figures for relief personnel of any emergency operation in modern history. The increasing dangers to which these committed people — from United Nations organizations and from their international and local non-governmental organization partners — are exposed underscore the need to increase our efforts to improve the arrangements for their security. The United Nations insists on an unequivocal undertaking by all actors to respect the neutrality and safety of those engaged in critical humanitarian work. Equally, we call for those responsible for these reprehensible acts of violence to be held accountable for their actions.

322. Emergency relief operations in the midst of violent conflict not only threaten the security and safety of the relief personnel and supplies, but also often place the impartiality and neutrality of humanitarian operations in question. The protection of humanitarian mandates in conflict situations has therefore assumed a new importance. Over the past year an informal working group, involving representatives from both the peace-keeping and humanitarian assistance communities, has been working under the aegis of the Inter-Agency Standing Committee (IASC) to elaborate principles and provide operational guidelines for relief programmes in conditions of conflict.

323. Yet another issue of concern is the question of assessing and avoiding the negative impact of United Nations sanctions on innocent civilians and vulnerable groups in targeted countries. As evidenced in many recent sanction regimes, the unintended impact of sanctions requires that humanitarian assistance be provided as a buffer for the most vulnerable elements of the affected populations. IASC is considering how to assess the impact of sanctions and to propose ways in which humanitarian concerns can be addressed during both the planning and conduct of sanctions regimes.

324. While the need for a continuum between relief and development is more than a concept, it has yet to be fully integrated within an operational framework. IASC has been addressing this issue to bring about the appropriate changes in the design and implementation of emergency relief programmes. At the same time, development-related organizations will need to be engaged in the emergency phase to ensure that they can start quickly and take over when the relief operations conclude.

325. In some instances, a nation has successfully emerged from a crisis only to lose the attention of the international community. This represents a dangerous trend. Unless financial support continues for recovering States, their fledgling socio-economic and political structures are likely to collapse along with their emergency-weakened economies.

326. Effective coordination among a wide range of actors engaged in humanitarian activities remains the most important part of an effective response to emergencies. The new

arrangements under the Under-Secretary-General for Humanitarian Affairs and through IASC have brought about considerable improvement in the ability of the system to respond quickly and in a coherent manner. In the case of Rwanda, in spite of the extremely complicated security and political situation, the humanitarian organizations, coordinated by the Department of Humanitarian Affairs, demonstrated how arrangements for a concerted response can be shaped quickly and effectively. In the event, however, conditions did not allow for humanitarian operations to be implemented fully. In addition to specific emergencies, IASC is addressing such policy questions as internally displaced persons, the impact of sanctions, the continuum from relief to development, the protection of humanitarian mandates and other key issues that concern the capacity and nature of humanitarian response.

327. One important element of the new coordination arrangements is the inter-agency consolidated appeals process. Since September 1993, 16 new appeals have been prepared and launched, seeking over $2 billion in some 14 countries involving assistance to more than 23 million affected persons (see fig. 12). These appeals have served to provide a comprehensive overview of the emergency humanitarian needs as well as an integrated strategy for addressing them. The appeals also clearly delineate the respective roles of different humanitarian organizations and their non-governmental collaborators in responding to the crisis. Efforts continue to improve these appeals, especially in the context of the quality and methodology of assessment and on prioritization of action. The latter issue presents a dilemma — whether to incorporate in the appeals rehabilitation and reconstruction requirements or merely to focus on short-term emergency needs. The response to these appeals has been marked by a vast disparity between the food and non-food sectors.

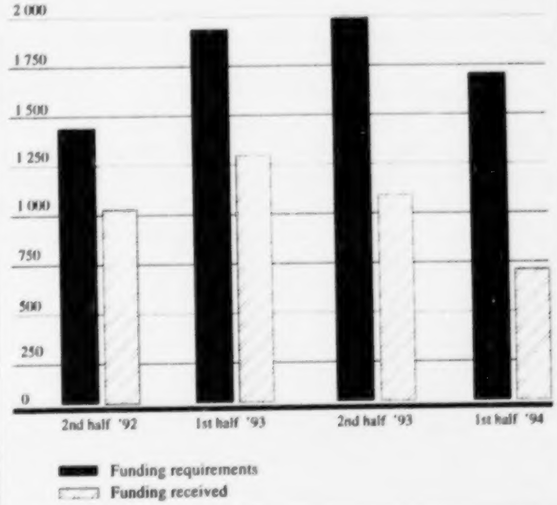
2. DISASTER RELIEF AND MITIGATION

328. In 1992, the demonstrated local capacity of southern African countries to mitigate the effects of the drought engendered strong international community support for a United Nations and non-governmental organization programme. This made it possible to avoid a famine in 10 countries. Unfortunately, drought is a recurrent phenomenon in several parts of Africa and a new drought now faces a large number of sub-Saharan countries, threatening 21 million people. Working with the organizations of the system, the Under-Secretary-General for Humanitarian Affairs, in his capacity as Emergency Relief Coordinator, has initiated a campaign to mobilize emergency relief resources essential to supporting indigenous strategies to alleviate this crisis.

FIGURE 12

Department of Humanitarian Affairs comparison of consolidated appeals and responses

(Millions of United States dollars)



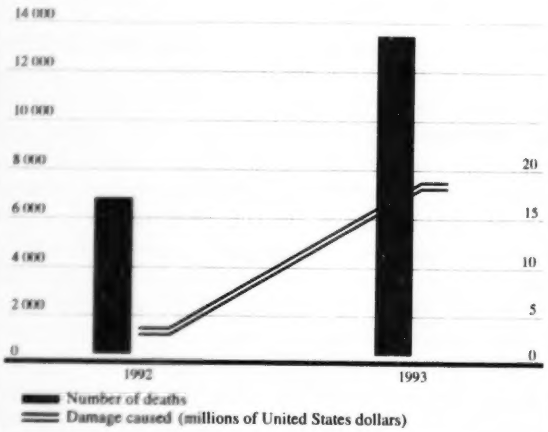
329. While they are less under the media spotlight and less in need of political negotiation, such disaster reduction activities, including prevention and preparedness programmes, continue to be the only means of diminishing the root causes of disasters. Disaster reduction activities are thus an integral part of the mandate and promotional work of the Department of Humanitarian Affairs. A recent review of statistics from the past 30 years has confirmed the ever-increasing impact of disasters measured as a function of those rendered homeless or without the means of sustenance, at a rate of close to 6 per cent per annum. This rate represents three times the global population growth rate. It follows that efforts at disaster mitigation must be augmented at least at the same rate in order to prevent this steadily increasing burden of disaster losses and the serious obstacle it poses to development.

330. The World Conference on Natural Disaster Reduction, held at Yokohama, Japan, in May 1994, attempted to provide a clear demonstration of the benefits to be gained from disaster prevention and preparedness, as well as of the wide range of technical and administrative procedures available. Arranged by the secretariat of the International Decade for Natural Disaster Reduction, the Conference was attended by over 5,000 participants from almost 150 countries. The participants included governmental representatives, national committees and focal points of the International Decade, as well as members of the scientific and

academic community. The global review undertaken by the Conference provided new motivation to share the lessons learnt from past disasters in order to apply them more systematically to future disaster reduction efforts.

331. The Department of Humanitarian Affairs has initiated a number of new or enlarged country assistance programmes for disaster relief, including programmes for Argentina, Ecuador, Egypt, Guinea, India, Malawi, Moldova, the South Pacific region and Viet Nam. The wide publicity generated by the initiatives of the International Decade for Natural Disaster Reduction has led to a new interest in disaster mitigation in many more developing countries, as well as to the recognition by numerous donor sources of the advantages of making larger contributions to pre-disaster, preventive and preparedness measures (see fig. 13).

FIGURE 13
Number of deaths and damage caused by natural disasters in 1992-1993, as reported to the Department of Humanitarian Affairs, Geneva



332. From September 1993 to May 1994, the Department coordinated the international response to more than 40 natural disasters, including earthquakes, tropical storms, floods and landslides in India, Honduras, Madagascar, Indonesia, Peru and Mozambique. It has played an integral part in measures taken to enhance the preparedness of the United Nations, intergovernmental and non-governmental agencies and Governments acting in international assistance. The Department has applied new tools for rapid response and more effective mobilization and coordination of international relief assistance in several disaster situations with positive results. This forward-looking, systematic and operational approach introduced by the Department has proven its worth.

3. COOPERATION WITH REGIONAL ARRANGEMENTS OR AGENCIES

333. Arrangements have continued for strengthening cooperation between the Department of Humanitarian Affairs and the North Atlantic Treaty Organization (NATO) on the use of military and civil defence assets for disaster response, notably in peacetime emergencies. A guideline for such cooperation is being established under which NATO has expressed its preparedness to provide technical and logistical support to mitigate the consequences of major natural disasters.

334. Arrangements have also been made with the Caribbean Disaster Emergency Response Agency (CDERA) for early warning and exchange of information when disaster strikes. The United Nations Environment Programme and the Department of Humanitarian Affairs have agreed to establish a joint UNEP/Department of Humanitarian Affairs Environment Unit in order to simplify to the maximum extent possible the administrative and technical arrangements that would permit the delivery of an environmental emergency service to the international community.

335. Since late 1993, the Department of Humanitarian Affairs has focused humanitarian assistance efforts on four newly independent States: Tajikistan, Armenia, Azerbaijan and Georgia. In February and March 1994, the Department led two 14-member inter-agency needs assessment missions to Tajikistan and the Caucasus. Consolidated appeals were issued for Tajikistan on 6 April and for the Caucasus on 29 April. In order to enhance the prospects for funding of these appeals, the Department organized a series of informal meetings and three formal consultations on the Caucasus (Armenia, Azerbaijan and Georgia) and Central Asia (Tajikistan) during May 1994. The first formal consultation involved United Nations agencies and non-governmental organizations; the second, representatives of the four countries concerned; and the last, donor countries. The Department also prepared a strategy paper for implementation of humanitarian activities in the above-noted countries, in close consultation with the United Nations agencies, non-governmental organizations and United Nations coordinators in the field. In all these activities, the Inter-Agency Task Force on the Newly Independent States, established in January 1993, has provided a key forum for presenting issues related to the newly independent States and for planning and implementing relief operations in the region.

336. United Nations humanitarian assistance in the Caucasus has focused on Armenia, Azerbaijan and Georgia. In coordination with involved United Nations agencies and programmes, the Department of Humanitarian Affairs had prepared separate appeals in January 1993 for each of the

three countries. Individual agencies prepared updates (with the exception of Georgia, where the Department prepared updated appeals). The updates covered assistance requirements from the latter part of 1993 up until 31 March 1994. Assistance has been provided to more than one million refugees and displaced persons in Armenia and Azerbaijan affected by the conflict in Nagorny Karabakh, and in Georgia affected by the conflicts in Abkhazia and South Ossetia.

337. Since early 1994 a regional approach has been utilized for providing humanitarian assistance to the countries of the Caucasus area. An inter-agency mission visited Armenia, Azerbaijan and Georgia in March 1994. Based on the results of that mission, a consolidated appeal for the region was prepared and launched on 29 April 1994. An implementation strategy has been prepared for activities, which addressed needs for emergency supplementary food and medical and other non-food needs for approximately 1.4 million internally displaced persons and the other most vulnerable population groups in the region (550,000 in Armenia, 447,000 in Azerbaijan and 440,000 in Georgia, including Abkhazia). The Department of Humanitarian Affairs had established field coordination units in Georgia and Tajikistan by July to support the United Nations resident coordinators and to lead field coordination efforts among agencies of the United Nations system also working closely with non-governmental organizations. Field coordination units will be in place by the end of August in Azerbaijan and Armenia. Work is under way by the Department to establish a regional information system to facilitate routine reporting on the general situation and on programme implementation.

338. To date, $44.7 million has been contributed directly to the consolidated appeals: $15,083,317 for Tajikistan (40.1 per cent of requirements for April-December 1994); $11,085,795 for Georgia (28.3 per cent of requirements for April 1994-March 1995); $10,444,215 for Azerbaijan (35.7 per cent of requirements for April 1994-March 1995); and $8,074,100 for Armenia (33 per cent of requirements for April 1994-March 1995).

4. PREVENTIVE HUMANITARIAN ACTION

339. "An Agenda for Peace", as well as the reports and resolutions that followed, placed preventive diplomacy atop the list of means by which the United Nations can strive towards ensuring international peace and security. Preventive humanitarian action as part of preventive diplomacy requires early warning information. Pursuant to these ideas, and within the context of its mandate, the Department of Humanitarian Affairs has begun to put into place an early warning system to identify potential crises with humanitarian implications.

340. The Humanitarian Early Warning System is designed to compile and integrate information gathered within the United Nations system, from humanitarian agencies and from other sources. By analysing information on conditions and events, via its indicators, the System will generate early warning signals. Such signals, issued along with causative factors and other relevant information, will contribute to the conception and the implementation of preventive humanitarian action. This information, systematized by the System, will also be useful as a support to the decision-making process in general.

341. In 1994, the Humanitarian Early Warning System has entered its implementation phase. In bringing together agency expertise in this structure, the System promotes continued and increased cooperation among humanitarian agencies. Through this endeavour, the dissemination of information, as well as its proper interpretation, will be made possible by the System to all humanitarian partners. With their active participation, the System promises to fulfil a much-needed coordination role in the area of early warning information related to impending humanitarian crises.

342. The Department of Humanitarian Affairs has also begun work on the International Emergency Readiness and Response Information System, an information exchange system. In addition, the Department regularly convenes the inter-agency consultation as a forum to discuss potential mass population displacements.

5. RELIEF OPERATIONS

Chernobyl

343. The accident at the Chernobyl nuclear power plant occurred eight years ago, producing extensive and lasting damage in Belarus, the Russian Federation and Ukraine. During my visit to the Russian Federation and especially to Belarus, which bore the brunt of the radioactive contamination caused by Chernobyl, I witnessed these continuing consequences that still affect large numbers of the population in those countries, as well as in Ukraine itself.

344. In November 1993, the United Nations Coordinator of International Cooperation on Chernobyl convened an expanded meeting of the Quadripartite Committee for Coordination on Chernobyl. The meeting brought together members of the Inter-Agency Task Force on Chernobyl, representatives of the principal donor countries, the European Union, the Commission of the European Communities and the World Bank. The meeting was envisaged as an opportunity to rekindle donor interest and to exchange views on country policy with respect to Chernobyl and on the implementation of the United Nations approach. Although monetary pledges were not made, support for a

continuing role of the United Nations as a catalyst for international assistance was affirmed. A division of labour was outlined as well.

345. General Assembly resolution 48/206, adopted on 21 December 1993, specifically mandated the role of the United Nations as a catalyst in the regular exchange of information, cooperation, coordination and complementarity in the multilateral and bilateral efforts of relevant regional organizations and Member States in addressing the consequences of the Chernobyl disaster.

346. Members of the Inter-Agency Task Force on Chernobyl, despite a severe shortage of funds, continue to assign high priority to Chernobyl in their activities. Most notably, WHO has expanded its International Programme on the Health Effects of the Chernobyl Accident to include the "liquidators" — those who took part in the immediate clean-up efforts after the accident. UNESCO is completing work on creating socio-psychological rehabilitation centres in the affected areas and housing projects for those displaced by radioactive contamination. UNIDO has completed an industrial survey of the affected areas in Belarus and has proposed eight projects to address the most outstanding problems. The FAO/IAEA Joint Division is developing new and innovative projects aimed at restoring contaminated territories to conditions safe for agricultural use.

347. As part of an overall funding strategy aimed at identifying additional sources of financing for Chernobyl-related projects of the United Nations system, the United Nations Coordinator of International Cooperation on Chernobyl has addressed letters to the heads of private enterprises around the world asking for their participation in alleviating the problems posed by the consequences of this accident.

348. The issue of Chernobyl is further complicated by the poor safety conditions existing at the plant today. An IAEA-led assessment mission to the plant in March 1994 confirmed these conditions. IAEA is working closely with the Government of Ukraine and Member States to address this problem.

349. The next meeting of the Quadripartite Committee for Coordination on Chernobyl is to be held in September 1994. At this meeting, the Committee will assess the results of the efforts undertaken since the last meeting. It will focus in particular on efforts to deepen cooperation between bilateral and multilateral actors, aimed at addressing the consequences of the Chernobyl disaster through an exchange of information and ideas, and through meaningful support of governmental and private donors and investors for specific priority projects.

Djibouti

350. The situation in Djibouti has been adversely affected by recent events in neighbouring countries, uncertain and often highly destructive climatic conditions, and the limited financial capacity of the country to implement economic and social reconstruction and development programmes. The Government has stated that it confronts the needs of tens of thousands of drought victims, refugees, internally displaced persons and illegal immigrants in addition to as many as 12,000 soldiers who must be demobilized and reintegrated into civil society following the fighting which broke out in the north of the country in 1991.

351. On my instructions, a United Nations inter-agency mission visited Djibouti in April 1994 to carry out an assessment of the country's humanitarian, rehabilitation and development needs in the context of the critical situation in much of the Horn of Africa. The mission, which was led by UNDP and comprised representatives from UNHCR, WFP, UNICEF, WHO and the Department of Humanitarian Affairs of the Secretariat, recommended emergency humanitarian assistance, formulation of a medium-term programme for reconstruction of physical facilities by the end of 1994, and a long-term strategy for the United Nations system to address the pressing development needs in Djibouti. The United Nations entities concerned are considering ways and means of implementing the recommendations as early as possible. Apart from resources available through regular United Nations programmes, donor support will be necessary to carry out emergency assistance to vulnerable and affected populations.

Eritrea

352. At the pledging conference held at Geneva on 6 July 1993, donors pledged only $32 million out of a total request of $110 million for Phase I of the Programme for Refugee Reintegration and Rehabilitation of Resettlement Areas in Eritrea. In response to this disappointing level of pledges, the Government of Eritrea and the United Nations proposed a pilot programme which would repatriate and resettle approximately 4,500 refugee families currently in eastern Sudan. At the request of the representative of the Department of Humanitarian Affairs in Asmara and the Government of Eritrea, a mission to Eritrea from 1 to 4 March 1994 focused on the pilot programme. This programme is expected to put in place key infrastructure, agreements and procedures that would provide a framework for the subsequent phases of the larger Programme.

353. An informal technical briefing was held at the Swedish Mission to the United Nations on 8 March 1994 to update donors. Since the briefing, the United Nations High Commissioner for Refugees and the Government of Eritrea

have signed a memorandum of understanding to begin repatriation of the refugees, and a second agreement is expected to be signed with the Government of the Sudan.

Kenya

354. The 1994 United Nations Consolidated Inter-agency Appeal for Kenya was launched on 23 February. The sum of $114 million is sought by United Nations agencies to carry out relief operations in Kenya. The appeal targets three main categories of people: those still suffering the effects of the 1992-1993 drought and who continued to require relief and short-term rehabilitation assistance in 1994; those in new crop-deficit areas; and the large numbers of people impacted by the new crop deficits. With Kenya facing its most severe food crisis since independence, emergency food aid is a critical thrust of the appeal.

The Sudan

355. The Sudan remains one of the most enduring and serious humanitarian crises in the world. Since the resurgence of civil hostilities in 1983, as many as one million persons have died from the effects of civil conflict or drought. Five million persons have been displaced.

356. In consideration of my most recent report on emergency assistance to the Sudan (A/48/434 of 6 October 1993), the General Assembly *inter alia* called upon the international community to continue to contribute generously to the emergency needs of the country. In resolution 48/200 of 21 December 1993, the Assembly stressed the importance of safe access for personnel providing relief assistance. Nevertheless, the dominance of military and security concerns over those of humanitarian access, and the operational difficulties affecting the international relief effort in 1994, combined to create serious shortfalls in the provision of survival and other basic human services to hundreds of thousands of persons in need. By May 1994 it was estimated that 500,000 persons were in imminent danger of starvation for want of adequate funding to transport available food supplies out of neighbouring Kenya. At the same time, only 20 per cent of the total of $279.7 million requested in the United Nations Consolidated Inter-agency Appeal of January 1994 had been mobilized for food and non-food aid for as many as 8.9 million persons. By mid-August only 56 per cent of the total requirements as set forth in the appeal had been attained.

357. Against the backdrop of continuing crisis and despite underfunding, there were areas of comparative improvement in the overall humanitarian effort. In 1993, Operation Lifeline Sudan, an umbrella organization of United Nations and non-governmental organization entities operating primarily in southern Sudan, registered a significant increase in the volume of humanitarian assistance and in the number of destinations accessed by air and surface transport routes. In addition to the comparatively good donor response (62.1 per cent of the revised 1993 requirement of $194.5 million), this progress was attributable to the success of negotiating efforts pursued by the United Nations Special Envoy for Humanitarian Affairs to the Sudan, Ambassador Vieri Traxler. None the less, continued lack of agreement on operational modalities for cooperation between the Government and some international non-governmental organizations based in Khartoum has seriously impaired the potential impact of relief programmes in both the north, specifically for internally displaced persons in and around Khartoum, and in the so-called Transitional Zone.

358. Efforts by the United Nations Special Envoy for Humanitarian Affairs to the Sudan to secure agreement on additional access routes were assisted significantly by the Intergovernmental Authority for Drought and Development (IGADD). In September 1993 IGADD had taken on a mediation role in peace talks between the Government and the two principal factions of the Sudanese Peoples' Liberation Army/Movement. By March 1994, IGADD had also assumed a separate, though complementary, role in this regional peace process by facilitating negotiations organized by the United Nations. These talks culminated in the signing on 23 March 1994 of an agreement among the parties to the conflict on relief supplies and humanitarian assistance to the war-affected areas of the country. Implementation modalities endorsed at that time were signed into agreement on 17 May 1994. The advantages derived from this agreement for relief operations in stricken areas of the South were considerable: increased air access, greatly increased road access from Uganda and Kenya, and acceptance of the need for further negotiations to improve humanitarian access across lines of conflict.

359. In June 1994 discussions at an informal donors' meeting organized in Geneva by the Department of Humanitarian Affairs sought to renew donor commitment to funding emergency humanitarian programmes in the Sudan despite set-backs caused by the ongoing conflict. As a follow-up to this meeting, Operation Lifeline Sudan (OLS) prepared a draft paper, "Promoting adherence to humanitarian principles within southern Sudan". The paper, which was still under review at the time of this report, seeks to set out strategies for documenting violations of OLS principles; strengthening OLS protection and monitoring of children's rights; and ensuring greater humanitarian access to civilians.

360. The third round of IGADD-mediated peace talks between the Government, the Sudanese People's Liberation Army and the Sudanese People's Liberation Army/United,

held at Nairobi from 19 to 29 July 1994, was adjourned without agreement because of differences over the issues of self-determination and the relationship between religion and the State. Talks are scheduled to reconvene in September.

6. RELIEF OPERATIONS IN THE NEAR EAST

361. The United Nations agencies, with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), headed by Mr. Ilter Türkmen, in the forefront, have intensified the execution of programmes that focus on meeting Palestinian needs under self-rule.

362. On 6 October 1993, UNRWA launched its Peace Implementation Programme (PIP), which it had developed in consultation with the Palestine Liberation Organization (PLO) and the Agency's major donors. In line with the recommendations of the Task Force on Social and Economic Development in the Gaza Strip and Jericho, the Programme's main objectives in the West Bank and the Gaza Strip were to improve basic physical and social services infrastructure, particularly in those areas where UNRWA already played a significant role, such as education, health and environmental health, relief and social services, and income generation activities. A central feature of most PIP activities was that they would create new job opportunities for unemployed Palestinians. UNRWA prepared over $120 million in project proposals and by mid-1994 had raised about $85 million from 20 donors. This sum represented over 60 per cent of the target of $137 million established by the Task Force.

363. PIP initiatives in the West Bank and the Gaza Strip enhanced the Agency's programmes and projects that had been under way prior to the signing of the Declaration of Principles by Israel and the PLO. During 1994, UNRWA's ongoing regular and emergency budget in the West Bank reached $62 million and in the Gaza Strip, $73 million. The total value of pre-PIP special projects amounted to $75 million, including $25 million for the Gaza General Hospital. UNRWA was the largest single international institution working in the West Bank and the Gaza Strip during the reporting period.

364. With international attention focused on developments in the West Bank and the Gaza Strip, UNRWA stressed the necessity of ensuring that Palestine refugees in Jordan, Lebanon and the Syrian Arab Republic were also included in regional developments. Overlooking the needs of these refugees at this juncture could have negative consequences for the peace process. This emphasis was subsequently adopted by the Multilateral Working Group on Refugees. For its part, UNRWA developed proposals under PIP amounting to about $65 million for refugees in these countries. By mid-1994, about $10 million had been received from donors.

365. Despite the positive response of donors to PIP projects, funding for the Agency's regular and emergency programmes again fell substantially short of the amounts approved in the General Assembly budget. The budget deficit for the biennium 1992-1993 was $17 million. In 1993, the financial shortfall forced UNRWA to impose austerity measures amounting to some $14 million. UNRWA urged donors to fund the Agency's General Assembly-approved budget of nearly $633 million for the biennium 1994-1995, for unless UNRWA receives additional contributions to its ongoing programmes, the quality of services will only decline.

366. Following attacks by Israeli Defence Forces in late July 1993 on towns and villages in South Lebanon and West Bekaa, I sent an inter-agency mission to Lebanon for the preparation of a consolidated appeal for the population in the conflict-affected areas. The appeal launched on 20 August 1993 amounted to a total of $28,745,200. With its main emphasis on housing needs, the appeal also covered the areas of emergency food aid, agriculture, health care, water supply/sanitation and education. The Department of Humanitarian Affairs has begun tracking contributions and will include in its periodic situation reports data on the response to this appeal.

367. I have approved the recommendation of the Department of Humanitarian Affairs to make available $5 million from the United Nations Central Emergency Revolving Fund to the United Nations Centre for Human Settlements (Habitat), which is executing the reconstruction project in Lebanon. By the end of the first phase of the project on 15 June 1994, Habitat had completed 630 houses in 33 villages.

368. There is an urgent need for extension of reconstruction activities to villages not covered by the project. This second phase would be of approximately the same order of magnitude as the first. The Department of Humanitarian Affairs and Habitat have jointly reiterated the appeal to the international community to contribute further to this emergency humanitarian assistance project, which has already proven successful in numerous villages, to allow for the completion of all housing reconstruction in South Lebanon.

E. Protection and promotion of human rights

1. UNITED NATIONS HIGH COMMISSIONER FOR HUMAN RIGHTS

369. In resolution 48/141 of 20 December 1993, the General Assembly, following on recommendations made at the World Conference on Human Rights, established the post of United Nations High Commissioner for Human Rights. Long under consideration, the idea for such a

post has come to fruition with the support of all Member States.

370. As the official with principal responsibility for human rights activities within the United Nations, the High Commissioner has been given a mandate which spans the whole range of human rights concerns. In particular, the High Commissioner is charged with promoting the effective enjoyment by all of all human rights, promoting the realization of the right to development, providing advisory services to support actions and programmes in human rights, coordinating human rights education and public information activities, contributing to the removal of obstacles to the enjoyment of human rights and preventing violations of human rights. The High Commissioner's mandate also includes engaging in dialogue with all Governments to improve respect for human rights, enhancing international cooperation in human rights, coordinating human rights activities within the United Nations system, rationalizing, adapting, strengthening and streamlining United Nations machinery and providing overall supervision of the Centre for Human Rights. The High Commissioner acts under the direction and authority of the Secretary-General, within the framework of the decisions of the General Assembly, the Economic and Social Council and the Commission on Human Rights. The High Commissioner carries out the tasks assigned to him by the competent bodies of the United Nations system and makes recommendations to these bodies with a view to improving the promotion and protection of all human rights.

371. Since the General Assembly approved his appointment on 14 February 1994, High Commissioner José Ayala Lasso has moved to develop a wide-ranging programme of activities, including visits to countries to discuss and strengthen understanding and respect for human rights, and the maintenance of close contacts with United Nations programmes and the specialized agencies, and other international organizations, national institutions and non-governmental organizations engaged in the promotion and protection of human rights.

372. In order to enhance the timely flow of information from and to special rapporteurs anywhere in the world, the High Commissioner decided to establish a "Human Rights Hot Line" so that emergency information related to human rights situations could be received and dealt with rapidly by the Centre for Human Rights. This facsimile line, open 24 hours a day, is for use by victims of human rights violations, relatives or non-governmental organizations and is handled directly by the Special Procedures Branch.

373. In view of the deteriorating human rights situation in Rwanda during the month of April 1994, and as one of his first acts, the High Commissioner worked to collect information and views on a broad basis. Publicly expressing concern over the events in Rwanda, the Commissioner suggested that the Commission on Human Rights convene a special session on the human rights situation in that country. The Vienna Declaration had recognized the importance of special sessions of the Commission on Human Rights as a way of dealing with especially severe human rights situations. Based on new procedures established in 1990, special sessions can be called by a majority of the Commission's members; the first two special sessions dealt with the situation in the former Yugoslavia. The events in April 1994 led the members of the Commission to convene its third special session, this time on Rwanda, on 24 and 25 May 1994 (see paras. 660-662).

374. Having travelled to Rwanda and met with all parties to the conflict, as well as international officials in the country, the High Commissioner submitted a report on the human rights situation in Rwanda, together with recommendations, to the Commission on Human Rights at its third special session. In response, the Commission provided for the appointment of a Special Rapporteur charged with investigating first-hand the human rights situation in Rwanda and providing a preliminary report within four weeks. The Commission further provided for the Special Rapporteur to be assisted by a team of human rights field officers and requested the High Commissioner to ensure that future efforts at conflict resolution and peace-building in Rwanda are accompanied by a strong human rights component. On 25 August 1994, the High Commissioner announced that 147 human rights officials would be sent to Rwanda by the end of September 1994 in order to create confidence, to cooperate with investigations by the Special Rapporteur and the Commission of Experts, and to represent the High Commissioner with regard to technical matters.

375. The High Commissioner also visited Burundi to discuss human rights assistance. At the request of the Government, a human rights assistance programme began functioning from an office at Bujumbura, established for that purpose by the Centre for Human Rights on 15 June 1994. The High Commissioner made an urgent appeal for financial contributions to this assistance programme.

376. At the first regular session of the Administrative Committee on Coordination (ACC) in April 1994, the executive heads of all United Nations agencies discussed the implications of the results of the Vienna Conference for their respective programmes and committed themselves to supporting and cooperating with the High Commissioner in his system-wide coordination responsibilities. The High Commissioner is also working to strengthen cooperation with regional organizations engaged in human rights activities. These include the Council of Europe, the Organi-

zation of American States, the Organization of African Unity, the League of Arab States, the Organization of the Islamic Conference and the Conference on Security and Cooperation in Europe.

2. CENTRE FOR HUMAN RIGHTS

377. The tragic events in Rwanda (see paras. 634-662) and other parts of the world underline the need to reinforce the capacity of the international community for preventive action to avoid human rights violations.

378. The gap between international aspirations for the enjoyment of human rights and the widespread violations of these rights presents the basic challenge to the United Nations human rights programme. To close this gap, the world community must identify and eliminate the root causes of violations. In this respect the United Nations is focusing on efforts to implement the right to development, to define better and ensure greater respect for economic, social and cultural rights, and, at the most fundamental level, to improve the daily life of the individual.

379. The Centre for Human Rights of the Secretariat assists in carrying out the United Nations Human Rights Programme through concrete projects which aim to help establish and strengthen democratic institutions and national and regional infrastructures for the protection of human rights under the rule of law. During 1994, the Centre increased substantially its activities in programme advisory services and technical assistance in the field of human rights. The Centre has continued to conduct projects in Latin America, Eastern Europe, Africa and Asia.

380. The Centre has developed specialized capacities in a number of areas. These include capacities for: constitutional assistance; assistance for legislative reform; assistance in the assessment and evaluation of needs and the development and strengthening of national institutions; assistance for human rights in the administration of justice, including training for judges, magistrates, lawyers, prosecutors, and police, prison and military officials; encouragement of ratifications of international human rights treaties; assistance in meeting reporting obligations under such treaties; human rights curriculum development and teacher training; support to non-governmental organizations and civil society; execution of human rights information and documentation programmes; fellowships and training in conflict resolution. These capacities have shown increasing importance in the current global context of democratic transition and will remain the focus of future Centre activities.

381. Of growing importance to the United Nations Human Rights Programme is the ability to respond swiftly and effectively to requests made by Governments for help in developing and implementing assistance programmes as well as providing information and human rights education. Pursuant to Commission on Human Rights resolution 1993/6, such a human rights resource office has been opened in Cambodia at the request of that Government. In addition, expert assistance through a human rights presence is also functioning in Guatemala, as well as in Bujumbura in cooperation with the Government of Burundi. To Malawi, the Programme has made available a human rights expert to provide assistance in connection with the elections in that country and the drafting of a new constitution.

382. Thus, many countries have received the support of the Centre's programme, among them Romania (1993), Cambodia (1993-1994) and Malawi (1994). Human rights training for representatives of the mass media has been provided in Romania (1993) and Cambodia (1994). Human rights information and documentation projects are under way in all of the world's regions and have recently (1993-1994) included such projects in Hungary, Cambodia and Malawi. In addition, the Centre has conducted needs assessments for human rights and democratization in Burundi (1993), Malawi (1993), Armenia (1994) and Azerbaijan (1994), to name the most recent. Finally, the programme of the Centre continues its regional activities, through support to regional human rights institutions and the organization of regional seminars and workshops. This year, the Centre provided support to the African Commission on Human and People's Rights, the Arab Institute of Human Rights, and the African Centre for Democracy and Human Rights Studies. Regional human rights workshops for Asia have been organized at Jakarta (1993) and Seoul (1994).

383. In a continuing effort to streamline the work of the Organization and to incorporate human rights effectively in United Nations operations, discussions are under way between the Centre for Human Rights and the Department of Peace-keeping Operations on ways and means of securing the further support of the Centre in peace-keeping operations. Indeed, some such support has already been realized. Most recently, in July 1994, the Centre provided human rights training to the civilian police component of the United Nations Operation in Mozambique (ONUMOZ). Prior to that, it provided human rights training for civilian observers, liaison with human rights non-governmental organizations and advice on human rights matters for the International Civilian Mission to Haiti (see paras. 529-540). The Centre also assisted the United Nations Observer Mission in South Africa (UNOMSA) by providing legal and human rights advice on a number of issues relating to the transition. Finally, the Centre, following its support to the mandate of the United Nations Transitional Authority in Cambodia (UNTAC), established a Centre for Human

Rights field office at Phnom Penh along with a country programme, upon expiry of the United Nations mandate. Currently, with the support of the Centre, teams of human rights observers are already being deployed in Rwanda, and possibilities for the establishment of a human rights presence in El Salvador are being explored.

384. The Centre for Human Rights has continued in its work to establish and strengthen national human rights institutions. Following the adoption by the General Assembly in 1993 of the Principles relating to the Status of National Institutions for the Promotion and Protection of Human Rights (resolution 48/134, annex), the Centre has organized a number of international conferences and workshops, which have served to publicize these Principles, and to encourage States to subscribe to the idea of such national institutions as appropriate vehicles for the promotion and protection of human rights. In December 1993 the second workshop on national institutions took place at Tunis during which representatives of several national institutions emphasized the importance of measures to strengthen international liaison and cooperation among national institutions and to meet the assistance needs of such institutions in Africa. Plans are already under way for a third international workshop, to be held in 1995 at Manila, to explore the need to encourage the establishment or strengthening of such institutions in Asia. I welcome these steps, as well as initiatives taken in the past year in several countries to establish national human rights institutions.

385. The Centre for Human Rights and the General Assembly have persisted in their efforts to address the question of indigenous people. As the International Year of the World's Indigenous People, 1993 drew to a close, the situation and difficulties of indigenous peoples were far better known to the public. In recognition of the need to protect their rights, the General Assembly at its forty-eighth session proclaimed the International Decade of the World's Indigenous People, to commence on 10 December 1994. The Assembly also called for the establishment of a permanent forum within the United Nations system for indigenous people. The Working Group on Indigenous Populations of the Subcommission on Prevention of Discrimination and Protection of Minorities has also completed the elaboration of the draft declaration on the rights of indigenous peoples which, after adoption by the General Assembly, will constitute an international framework for the promotion of indigenous rights.

386. Recognizing the critical role of the non-governmental community in promoting respect for human rights and in generating public awareness and understanding of international standards and norms, the Centre is taking steps to strengthen and give better focus to its relationship with non-governmental organizations and their members. This emphasis is consistent with the Vienna Declaration's call for closer cooperation between the United Nations, its Member States and non-governmental organizations in promoting development and human rights at all levels.

387. The continuous increase in requests for advisory services, the establishment of new mandates (such as on violence against women or in regard to Rwanda), the constant growth in individual petitions submitted to the United Nations and the ever greater need for international cooperation are increasing the workload of the Centre for Human Rights and placing ever greater demands on its resources. At its last session the General Assembly took the initial steps towards bridging the gap between resources and mandated outputs.

3. IMPLEMENTATION OF HUMAN RIGHTS CONVENTIONS

388. The implementation of the Vienna Declaration and Programme of Action, adopted by the World Conference on Human Rights on 25 June 1993, has provided the central theme for the United Nations Human Rights Programme over the past 12 months. In December 1993, the General Assembly endorsed the Vienna Declaration and Programme of Action, providing the United Nations and the international community with a coherent framework of principles, objectives and means for promoting and protecting human rights.

389. The Vienna Declaration and Programme of Action stressed the importance of improved inter-agency coordination as a means to increase the effectiveness of United Nations human rights activities. To this end, as noted above, I placed on the agenda of ACC for its first session of 1994 an item on the follow-up to the World Conference on Human Rights. At that session, a stimulating exchange of views between agency heads set the stage for adoption of a series of recommendations for improving the cooperation and coordination of all human rights activities carried out within the United Nations system.

390. In order to ensure respect for all human rights for each person in the world on an impartial, objective and non-selective basis, the World Conference also set the goal of universal ratification of basic human rights treaties. I am personally committed to achieving this objective as soon as possible. Regrettably, the overall situation with regard to ratifications has not changed significantly from that described in paragraphs 272 and 273 of my report issued last year (A/48/1).

391. As of September 1994, the number of States parties to the International Covenant on Economic, Social and Cultural Rights had risen from 125 in 1993 to 129, from

123 to 127 for the International Covenant on Civil and Political Rights, from 137 to 139 for the International Convention on the Elimination of All Forms of Racial Discrimination, from 126 to 133 for the Convention on the Elimination of All Forms of Discrimination against Women, and from 146 to 159 for the Convention on the Rights of the Child. Only 82 States have ratified the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, and only 2 have ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. An accelerated effort must be made to achieve the universal ratification of these important instruments. I strongly encourage all Member States that have not yet done so to ratify these standards as soon as possible.

392. The human rights treaty bodies charged with monitoring the implementation of basic human rights treaties continue to improve their methods of work, sharpen and improve the follow-up of their recommendations and seek a more active role in the implementation of the respective treaties. The Human Rights Committee, during its three sessions endeavouring to enhance the follow-up to its recommendations, announced some 60 decisions in individual cases. The Committee on the Elimination of Racial Discrimination dispatched three of its members to the Federal Republic of Yugoslavia (Serbia/Montenegro) in order to facilitate a dialogue between the authorities and the Albanian community of Kosovo on the implementation of the International Convention on the Elimination of All Forms of Racial Discrimination. The Committee also sent one of its members to Croatia to provide assistance in the implementation of the Convention. The Committee on the Rights of the Child continued its practice of annual visits to the field, this year travelling to Africa with the welcome support of the United Nations Children's Fund.

393. Two important objectives have shaped the work of these treaty bodies: increased interaction and participation from the specialized agencies and non-governmental organizations, and the establishment of closer connections between the findings of the treaty body concerned and the actual programme of advisory services and technical cooperation. The Committee on Economic, Social and Cultural Rights, for example, is considering what types of projects could facilitate implementation of those rights. In a similar vein, the Committee on the Rights of the Child has worked to mobilize international assistance to help countries to implement the provisions of that Convention.

394. In May 1994 the special rapporteurs and chairmen of working groups held a meeting at Geneva, in compliance with a request expressed in the Vienna Declaration and Programme of Action to strengthen the cooperation and coordination of the system of special procedures. The procedures are designed to deal with specific and especially serious forms of human rights violations or with specific country situations. The meeting resulted in a number of far-reaching recommendations for special procedures such as the sharing of information between special rapporteurs and working groups and the better distribution of information about their activities to the public.

395. These special procedures, under which urgent action telegrams can be sent to Governments to seek clarification of individual cases, are now available to protect individuals around the world from serious violations of their physical integrity, such as involuntary disappearances, arbitrary detention, summary or arbitrary executions and torture. Procedures also exist with regard to internally displaced persons, religious intolerance, freedom of opinion and expression, the sale of children, child prostitution, child pornography and the protection of independent judiciaries. During the past 12 months some thousands of individual cases were submitted to these procedures.

396. At its fiftieth session, held at Geneva from 31 January to 11 March 1994, the Commission on Human Rights appointed a Special Rapporteur on the Elimination of Violence against Women. Thirteen other special rapporteurs or working groups focus attention on specific human rights phenomena or situations of violations of human rights. In the former Yugoslavia, Iraq and Rwanda, field officers charged with the collection of information and the monitoring of developments assist the special rapporteurs. In the period under review, field missions were undertaken in some 60 countries to gather factual information through the special procedures mechanism.

IV. Expanding preventive diplomacy and conflict resolution

A. Implementing "An Agenda for Peace"

397. With its adoption of resolution 47/120 A on 18 December 1992, the General Assembly welcomed my report entitled "An Agenda for Peace". On 20 September 1993, the Assembly adopted a second resolution on the subject (47/120 B). The Security Council has held a number of meetings to examine specific proposals made in "An Agenda for Peace", and the President of the Council has issued 10 statements or letters as part of this process. Other United Nations bodies, including the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization, as well as the Special Committee on Peace-keeping Operations, have also considered the recommendations contained in my report.

398. In addition to providing a conceptual framework for reflecting about international peace and security in the post-cold-war world, "An Agenda for Peace" has given rise to many concrete reforms within the United Nations system. A number of tangible measures have been taken in accordance with various recommendations in the report and corresponding decisions by Member States. In this sense, "An Agenda for Peace" has provided the foundation for a systematic process of reform in the Organization, irrespective of the difficulties encountered in some peace-keeping and peace-enforcement operations that are, fairly or not, associated with the recommendations of the report.

399. The Secretariat continues to take many actions within the framework provided by my report, whether in preventive diplomacy, peacemaking, peace-keeping or peace-building. Member States often refer to the concepts in "An Agenda for Peace", proposing further action or reflection on its subject. The use of "An Agenda for Peace" as guidance for reform and innovation was evident during the general debate of the forty-eighth session of the General Assembly and has continued, in 1994, in other United Nations forums. Outside the United Nations, a steady stream of studies and articles on my report continues to flow. It is my firm conviction that the vision for the Organization outlined in "An Agenda for Peace" remains valid.

400. In "An Agenda for Peace", I set the fiftieth anniversary as a target date for the conclusion of the present phase in the renewal of the Organization. Considerable progress has already been made in a number of areas. Such broad undertakings as my continuous efforts in promoting post-conflict peace-building, the safety of peace-keeping personnel and other personnel, cooperation with regional arrangements and organizations, and solving special economic problems resulting from United Nations-imposed sanctions were all taken up in detail in "An Agenda for Peace", with appropriate recommendations for further action.

401. In addition, a number of specific measures were taken in the light of various requests made by Member States during their deliberations on "An Agenda for Peace". The following is not a comprehensive listing of all the measures initiated, but rather a representative sample indicating the consistent character of the reform process set in motion in 1992.

402. The General Assembly, in its resolution 47/120 A, section I, invited me to inform the Assembly on steps to enhance close and continuous consultation between the Secretary-General and the Security Council, as well as other organs, organizations and agencies of the United Nations system, in order to develop an appropriate strategy for the early and peaceful settlement of disputes.

403. In response to that section of the resolution, and in line with other relevant recommendations on peacemaking in "An Agenda for Peace", a practice of regular briefings of the Security Council by my representatives, as well as by the Department of Peace-keeping Operations headed by Mr. Kofi Annan, on developments in areas where the United Nations is involved was instituted. In addition, I established a task force of my senior officials to coordinate decisions of various departments and United Nations missions.

404. The General Assembly, in its resolution 47/120 A, section II, encouraged me to set up a system-wide early warning mechanism for situations likely to endanger international peace and security. Initial steps were taken to move gradually towards such a mechanism and to upgrade the collection and processing of information and analysis in the Secretariat. The aim is to streamline the various information systems to avoid interdepartmental duplication

and to increase efficiency. As a first step, a systematic needs analysis was initiated in the Department of Political Affairs and its first phase has been concluded. In addition, the exchange of information between almost all departments of the Secretariat and agencies and programmes in the United Nations system has become more systematic and widespread.

405. In section III of the same resolution, the General Assembly recommended that I should continue to utilize the services of eminent experts in fact-finding and other missions, selected on as wide a geographical basis as possible, taking into account candidates with the highest standards of efficiency, competence and integrity. The Department of Political Affairs made a systematic effort to collect the names and qualifications of such people. This list is now available for my consideration for future fact-finding and related missions.

406. Further steps will be taken to fulfil the mandates of the General Assembly and the Security Council in the areas of early warning, fact-finding and the collection of information and analysis as more experience is gained in current reform efforts and as adequate resources are made available.

407. Pursuant to the statement by the President of the Security Council of 28 May 1993 (see S/25859), in connection with the Council's consideration of "An Agenda for Peace", I submitted on 14 March 1994 a report entitled "Improving the capacity of the United Nations for peace-keeping" (A/48/403-S/26450). In that report, the measures taken to improve the peace-keeping capacity of the Organization were identified. A special team was established to devise a system of national stand-by forces and other capabilities which Member States could maintain at an agreed state of readiness as a possible contribution to United Nations peace-keeping operations.

408. Within the Department of Peace-keeping Operations, the nucleus of a Planning Unit that will serve to develop plans which address various aspects of an operation in an integrated manner was established. The Situation Centre within the Department, which has been operating around the clock for some time, is staffed largely by military officers made available by Member States at no cost to the Organization. This Centre has markedly improved and augmented communications between Headquarters and United Nations personnel in the field.

409. In the report of 14 March 1994, concrete proposals regarding stand-by arrangements, civilian policy, training, the principle of United Nations command, the strengthening of the Secretariat, and recruitment of civilian personnel were put forward. I also made suggestions on the budgetary and financial aspects of peace-keeping. The report emphasized in particular the need for resources to be made available to support a multidimensional approach, given the increasing tendency for the United Nations to be involved simultaneously in both the peace-keeping and humanitarian aspects of a particular situation.

410. In the Presidential statement of 3 May 1994 (S/PRST/1994/22), the Security Council welcomed "measures the Secretary-General has taken to strengthen the capacity of the United Nations to undertake peace-keeping operations". As the statement pledged further consideration by the Council of the recommendations contained in my report, I look forward to receiving additional guidance and advice from the Council. I also hope that the General Assembly will be fully involved in the reform process.

B. Preventive diplomacy and peacemaking

411. The statement adopted by the first Security Council summit on 31 January 1992 (S/23500) emphasized the importance of preventive diplomacy and peacemaking as techniques for the maintenance of international peace and security. These techniques are well understood and have been employed by the United Nations from the very beginning. They are not always easy to implement. All too often, one or another of the parties is not ready to allow the United Nations to play a role in helping to resolve a potential or actual conflict. But when successful, preventive diplomacy and peacemaking are highly cost-effective techniques. The sums they require are paltry by comparison with the huge cost in human suffering and material damage which war always brings or with the less huge, but nevertheless substantial, cost of deploying a peace-keeping operation after hostilities have broken out.

412. I have, therefore, attached priority to preventive diplomacy and peacemaking from the beginning of my mandate. This was the principal reason why I decided, in 1992, to consolidate all political functions in a single department, the Department of Political Affairs. A further decision, in early 1994, to place the Department under a single Under-Secretary-General, Mr. Marrack Goulding, in place of the two who previously headed it, has produced a structure which is capable of carrying out the necessary tasks in an effective and well-coordinated way.

413. The Department now includes six regional divisions (two for Africa, two for Asia and one each for the Americas and Europe) which have primary responsibility for preventive diplomacy and peacemaking, as well as an advisory role on other political matters. In addition, it includes the Centre for Disarmament Affairs, thus facilitating the application to preventive diplomacy and peacemaking of some of the techniques (such as confidence-

building measures and verification) which have been developed in the field of arms control and disarmament.

414. The tasks carried out by the Department in support of preventive and peacemaking efforts are five. First, there is the collection of information about potential or actual conflicts. Ample information is available from Governments, the media, the academic community and non-governmental organizations. The second task is to analyse this information in order to identify situations in which it appears that the United Nations, with the agreement of the parties concerned, could play a useful preventive or peacemaking role. The third task is to prepare recommendations to the Secretary-General about the specific form of that role. The fourth is to assist the Secretary-General in obtaining such authority as may be required from the relevant intergovernmental body, normally the General Assembly or the Security Council. Finally, there is the task of executing the approved policy.

415. The last task often requires the Department to work in the closest possible coordination with the Department of Peace-keeping Operations, for instance in cases where peacemaking seems likely to create a requirement for a peace-keeping operation or if such an operation is already deployed. The Department of Political Affairs also cooperates with the Department of Humanitarian Affairs in helping to alleviate the suffering caused by the conflict in question. Coordination is thus essential among these three Departments, the Department of Administration and Management and the Office of Legal Affairs to carry out the comprehensive tasks required in the field of international peace and security.

416. New opportunities exist for the United Nations to play a preventive and peacemaking role. I continue to make every effort to exploit these opportunities, making extensive use of special representatives or special envoys, often from outside the Secretariat, who lead fact-finding or goodwill missions and at times take up residence in the area where a conflict threatens or has already broken out. We have seen an increase in the number of internal conflicts, especially in Africa and Europe, which require the United Nations preventive or peacemaking services. Preventive diplomacy and peacemaking are thus certain to remain activities of the highest priority for the Organization in the foreseeable future.

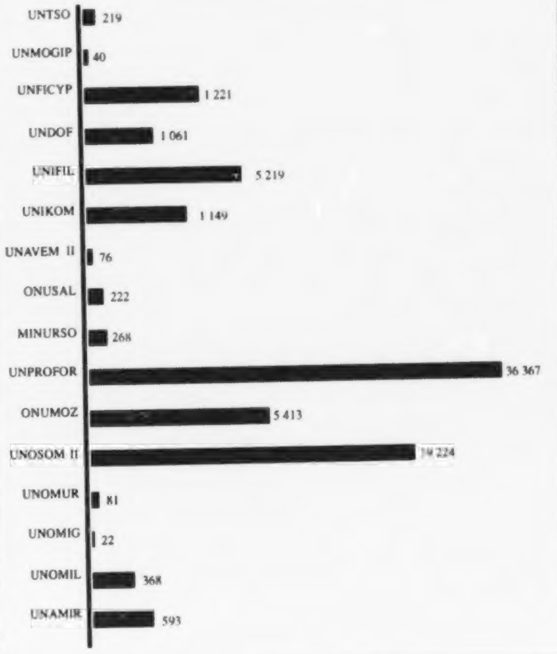
C. Peace-keeping in a changing context

417. Over the past year, the international community has continued to strive to respond to crises and conflicts, some of which have brought humanitarian disasters on a massive scale. The instrument of peace-keeping has been employed in new and ever more challenging settings. It has met with profound successes as well as the inevitable set-backs from which much can be learned. Yet in learning from these set-backs we must take special care not to make the mistake of discarding useful tools, or attempting to shun risks altogether.

418. There are, of course, some conflicts which simply cannot be managed effectively, let alone resolved, by the instrument of peace-keeping. In such cases, in which the Member States deem that the international community's traditional tools for dealing with conflict would not be effective, it is imperative to search for what would be effective. The Charter describes a comprehensive approach to a peaceful international order and offers a broad range of means towards this goal.

FIGURE 14

Civilian and military personnel in peace-keeping operations as at 30 June 1994



419. As operations have become more complex, dangerous and expensive, certain rather predictable consequences have arisen. First, it has become increasingly difficult to find sufficient troops and other personnel for the most challenging operations. This is exacerbated by the fact that the Organization is in acute financial crisis. When Members

fail to pay their assessments in full, and on time, troop contributor reimbursements are delayed, making it burdensome for some countries to participate in United Nations operations. Recent experience has demonstrated that a Security Council resolution mandating an operation no longer automatically implies that it will happen as authorized; availability of troops has become a severe problem. A case in point is Security Council resolution 844 (1993), adopted on 18 June 1993, mandating an increase of 7,600 troops to UNPROFOR for the safe areas in Bosnia and Herzegovina. It took a year for these troops to be made available and deployed. The 5,500 troops authorized in May 1994 for Rwanda began to arrive only after more than two months had passed, and at the end of August 1994 only about 4,000 had been deployed.

420. The total number of troops, military observers and civilian police engaged in peace-keeping operations appears to have stabilized in the past few months (see fig. 14 above). Thus, having reached a level of nearly 76,000 in May 1993, total contributions to peace-keeping operations have remained at 76,612 persons as of 31 August 1994.

421. Whereas the number of military and police staff assigned on missions has decreased, the increasing complexity of these missions requires the Organization to transfer an ever greater number of international civilian staff to peace-keeping missions. From some 880 persons in 1990, international civilian staff in field operations have increased to 3,486 in 1993 (see fig. 15). The increase in the numbers of staff on mission has not been met, in these times of economic stringency, by any significant increase in recruitment; the workload at Headquarters has thus continued to increase.

422. Second, in view of the dangers of some of the new types of operations, national Governments have been cautious about placing their forces in such missions solely under United Nations control. Unity of command, however, is a necessary condition for operational effectiveness, especially in these difficult missions. If an operation fails to function as an integrated whole, both the mission's ability to reach its objectives and the safety of its personnel are jeopardized.

423. In order to meet the concerns of troop contributors in ways that will facilitate their support of the essential principle of unity of command, the Secretariat has made a concerted effort to keep the troop contributors fully apprised of developments having implications for their personnel. As part of this effort, the Secretariat has increased the frequency of meetings with Governments contributing troops to the more difficult operations. In a welcome development, Security Council members now often attend these meetings as well.

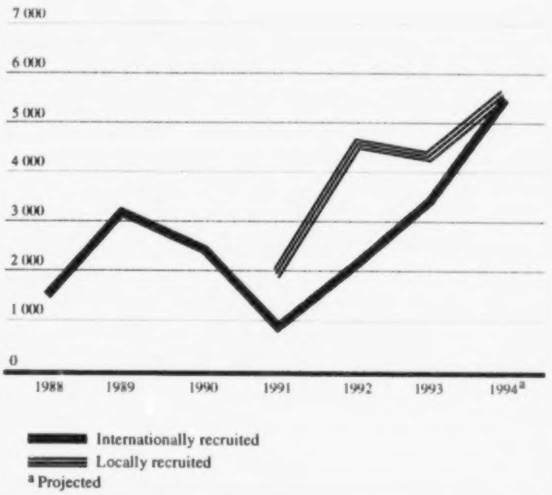


FIGURE 15

Internationally and locally recruited staff in peace-keeping missions, 1988-1994

[a] Projected

424. Effective and credible peace-keeping requires not only a cohesive operation on the ground, but also sustained political resolve; the Organization must be able to assemble a force from States that are willing to stay the course. If this resolve stands up under the pressure, the deterrent capacity of the United Nations as the instrument of the world community will be enhanced. Conversely, disengagement at the very moment when a situation becomes most difficult is contrary to the entire concept of collective security.

425. In these challenging times, the international community has, at times, resorted to "peace-keeping in the midst of war". The success of this type of operation, more than any other, depends on timely involvement, on judicious assessments of the type and level of forces required, and on the ability of Member States to work together and to combine their strengths to good effects.

426. It is thus important for Governments to rally public support for an operation. Otherwise, if an operation runs into difficulties — and especially if it sustains casualties — public support may be rapidly undermined. Such circumstances may tempt troop-contributing countries to withdraw their contingents or to direct them to adopt an overly cautious attitude, avoiding risks, even though this may further jeopardize the mission.

427. One key aspect of United Nations peace-keeping is the role of public information in promoting understanding and generating support at both the national and the interna-

tional level. The United Nations and each of its Member States could do more in this regard, explaining goals and assessing risks in ways that not only inform the public but also engage it in meaningful debate. While this process can never be perfect, it helps to ensure that the nature of the effort, and the dangers inherent, are in full view at the time that the Security Council and troop contributors commit themselves to the operation. Furthermore, this process will help to ensure that the Organization's crucial if dangerous operations draw strength from the force of public opinion, rather than be weakened by it.

428. In 1993 I established a special planning team which developed a concept and work plan for stand-by arrangements for peace-keeping. The aim of the stand-by arrangements is to have a precise understanding of the military forces and other capabilities a Member State will have available at an agreed state of readiness. When the need arises, they will be rapidly deployed to set up a new peace-keeping operation or to reinforce an existing one. Units and personnel are meant to be replaced in the field after a limited period of service so that they may return to being available on stand-by in their home country. It should be pointed out that under the stand-by arrangements participation in a peace-keeping operation remains voluntary and subject to the decision of the contributing Government in each case.

429. To assist Member States in formulating their offers, the Secretariat has developed structural guidelines covering all aspects of the various types of peace-keeping operations. The organizational structures included in these guidelines are broken down by functions and tasks, into standard "building blocks" of various sizes and configurations to ensure that all Member States can participate, regardless of their size, capabilities or situation.

430. During the past year, the United Nations embarked on a consultative phase during which the planning team visited more than 50 States and held exploratory discussions on participation in this initiative. So far, 22 Member States have made written offers totalling over 31,000 troops. However, offers of personnel and resources have not yet covered deficiencies in the areas of communications, health services, supply, engineers and transportation.

431. Troops provided under the stand-by arrangements are expected to be fully operational, including the normal equipment necessary for them to function. However, during the past year the United Nations has increasingly been compelled to entertain offers of troops without adequate equipment, while making efforts to obtain such equipment from other Member States. This has proven to be very difficult as well as expensive. It has also greatly lengthened the time needed from the initial offer of a unit until the time it becomes fully operational in the field. Even when equipment can be obtained relatively quickly from other Member States, the troops for whom it is intended still need time to learn how to operate and maintain it. Standing arrangements between Member States to match up troops and equipment well before they may be required for United Nations service would be the best way to alleviate this problem.

432. Much remains to be done in the area of stand-by arrangements. In this regard, the Department of Peace-keeping Operations has established a stand-by arrangements management unit within its Planning Division. The unit's primary responsibilities will be to institutionalize this system, to develop and maintain a database of stand-by arrangements and to explore possibilities of participation with all remaining Member States.

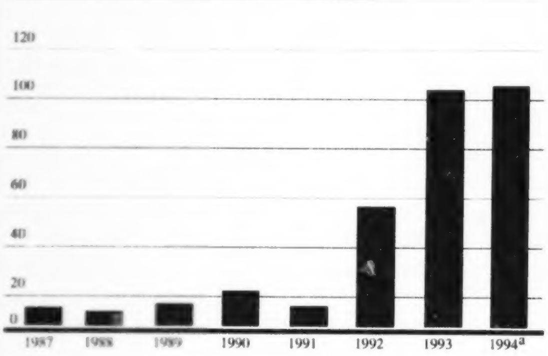
433. In spite of all the difficulties, with the help of peace-keepers, enormous good has been accomplished over the past year, as will be seen in the brief descriptions below of the various missions. Tens of thousands of persons have been fed who would otherwise have starved. Peace — not just the temporary absence of overt hostilities, but genuine long-term peace — has come to peoples who had not known it for decades. Cease-fires, typically beginning as rather tenuous agreements held together by the courage and dedication of relatively few United Nations personnel on the ground, have made possible the rise of stronger, more responsive institutions of governance, greater respect for human rights, and the reconstruction and rehabilitation of devastated countries. In short, peace-keeping operations have made possible the beginnings of development.

434. These are no mean feats. They have been achieved by dedicated professionals, some of whom have given their lives in the service of the United Nations (see fig. 16). In 1993, there were 164 military fatalities under the United Nations flag. In the first eight months of 1994, there have been 108 fatalities. The increasing role of international civilian staff is reflected in the fact that, in 1994 to date, 6 fatalities have occurred among international civil servants and local staff (see fig. 17). The courage and commitment shown by United Nations personnel who put their lives on the line must be respected by the entire international community, and those responsible for harm to them must be identified and brought to justice.

435. In this regard I welcome the decision, taken by the General Assembly at its forty-eighth session, to establish an ad hoc committee to elaborate an international convention dealing with the safety and security of United Nations and associated personnel (resolution 48/37). The increasing level of violence perpetrated against personnel engaged in peace-keeping or humanitarian activities has made a search

FIGURE 16

Total fatalities in peace-keeping operations, 1987-1994

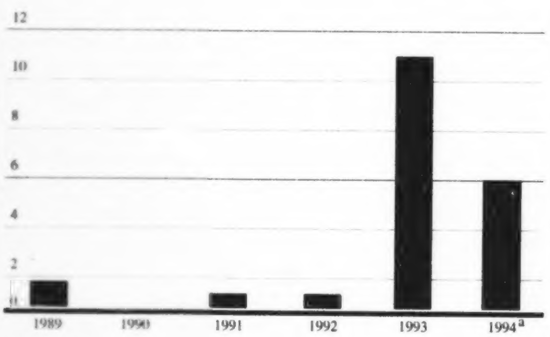


[a] As at 30 August 1994

for better ways of ensuring their safety and security a critical task. Based on a report of the Ad Hoc Committee, a working group will continue the consideration of this topic during the forty-ninth session of the Assembly.

FIGURE 17

Civilian fatalities in peace-keeping missions, 1989-1994



[a] As at 30 August 1994

D. Current activities in preventive diplomacy, peacemaking and peace-keeping

436. Fewer new peace-keeping operations were established in the past 12 months than during the preceding year, but there has been no let-up in the pace of the Organization's peacemaking activities. The slower growth of peace-keeping reflects not a reduction in levels of conflict around the world, but an increasing reluctance on the part of the Security Council to undertake new operations without strong justification for their establishment and assurances that the required human and financial resources will be available.

1. AFGHANISTAN

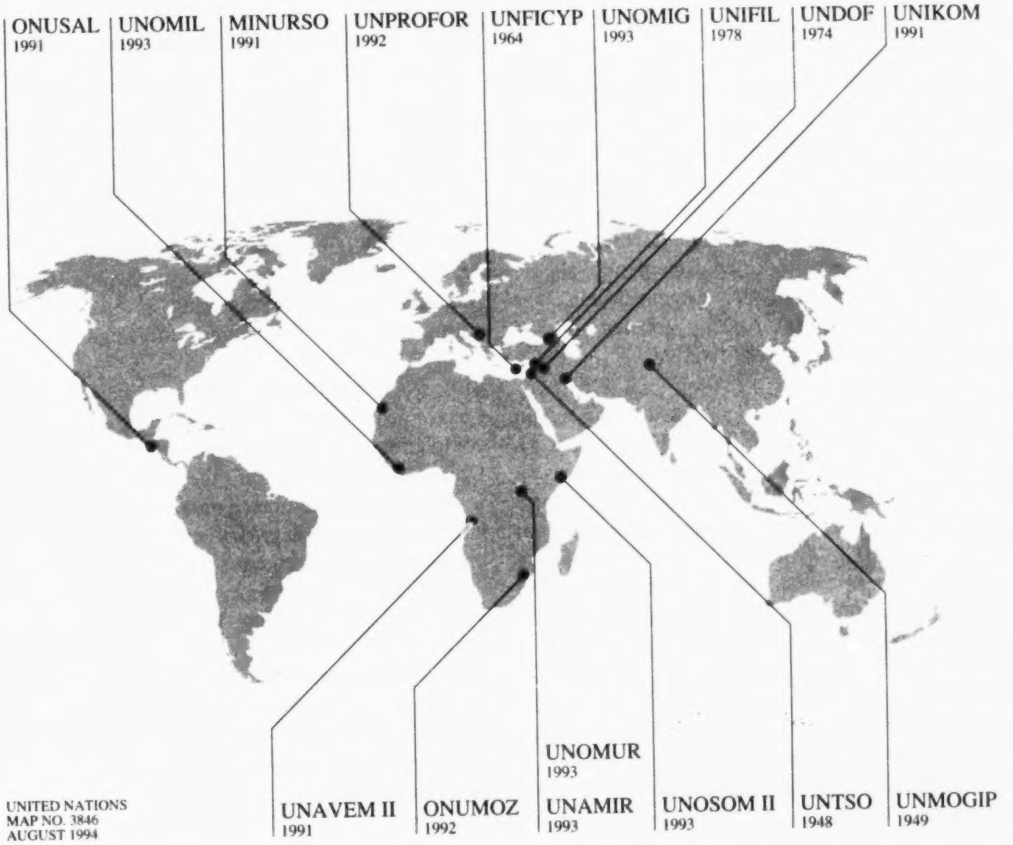
437. On 21 December 1993, the General Assembly adopted resolution 48/208, in which it requested the Secretary-General to dispatch to Afghanistan, as soon as possible, a United Nations special mission to canvass a broad spectrum of the leaders of Afghanistan, soliciting their views on how the United Nations can best assist Afghanistan in facilitating national *rapprochement* and reconstruction. The Mission was requested to submit its findings, conclusions and recommendations to the Secretary-General for appropriate action.

438. Serious fighting erupted on 1 January 1994 between forces of the President of Afghanistan and his ally the former Defence Minister on the one hand, and those of the Prime Minister of Afghanistan on the other. On 4 and 12 January, I issued statements calling for an immediate cessation of hostilities. Issued after consultations with the Islamic Republic of Iran, Pakistan, the Russian Federation, Saudi Arabia and the United States, my statement of 12 January welcomed the renewed support of those Governments for the Special Mission. On 24 January 1994, the President of the Security Council, on behalf of the Council, issued a statement on the situation in Afghanistan (S/PRST/1994/4), the first such statement in over one and a half years. The Council issued a second statement on 23 March 1994 (S/PRST/1994/12). Both statements called, *inter alia*, for an immediate cessation of hostilities and expressed support for the Special Mission.

439. On 14 February 1994, I appointed Mr. Mahmoud Mestiri to head the Special Mission, and on 26 March 1994, the Mission departed for the region. The Mission visited all the main regions of Afghanistan, including Jalalabad, Kabul, Mazar-i-Sharif, Shibergan, Herat, Bamyan, Kandahar and Khost. In Pakistan the Mission met with Afghans in Peshawar and Quetta. With its broad mandate, the Mission met not only with political leaders, but also leaders from other segments of Afghan society, such as women's groups, intellectuals, and tribal, religious and business leaders. The Mission was able to obtain a cease-fire in Kabul for 10 days.

440. In addition to discussions with authorities in Pakistan, the Special Mission visited the Islamic Republic of Iran, the Russian Federation, Saudi Arabia and Turkey for consultation. In Rome, the head of the Special Mission met with the former King of Afghanistan. The head of the Mission presented his report to me on 30 June 1994 and I have, in turn, transmitted it to the General Assembly and the Security Council (A/49/208-S/1994/766) outlining several options for future action in Afghanistan.

Peace-keeping operations as at 31 July 1994


ONUSAL 1991
UNOMIL 1993
MINURSO 1991
UNPROFOR 1992
UNFICYP 1964
UNOMIG 1993
UNIFIL 1978
UNDOF 1974
UNIKOM 1991
UNOMUR 1993
UNAVEM II 1991
ONUMOZ 1992
UNAMIR 1993
UNOSOM II 1993
UNTSO 1948
UNMOGIP 1949

UNITED NATIONS
MAP NO. 3846
AUGUST 1994

441. These options comprised, *inter alia*, the re-establishment of a United Nations physical presence inside Afghanistan; the need for greater international action and attention to be focused on that country; the implementation of a country-wide cease-fire; and the establishment of a transitional authority so that conditions for free and fair elections could be created.

442. Some 120,000 internally displaced persons are living in camps. The rate of new arrivals to Jalalabad remains steady at about 2,000 persons per week. The population of the camps reached its maximum limit in late spring, and shortages of water in the camps, as well as poor sanitation conditions in Jalalabad, have been persistent problems.

443. The United Nations Office for the Coordination of Humanitarian Assistance to Afghanistan (UNOCHA) continued to coordinate the humanitarian programme throughout the country. UNOCHA issued a consolidated appeal on 10 November 1993, seeking $59.8 million to cover humanitarian needs during the six months of winter. UNOCHA launched a new consolidated appeal for emergency assistance in April, requesting $62 million for the six months of summer, of which $25.5 million was required for assistance to those displaced as a result of the hostilities in Kabul.

444. Since the statement by the President of the Security Council of 23 March 1994 (S/PRST/1994/12) deploring the

food blockade of Kabul and calling for an immediate end to the obstacles preventing access of humanitarian aid, the delivery of United Nations humanitarian relief to the city has improved. The United Nations has been able to obtain access for about one convoy per week (of 10-15 trucks each), delivering food aid and medical supplies to all parts of the city. However, banditry continues to be a difficult problem for the convoys.

445. On 1 May 1994, an earthquake struck northern Afghanistan, leaving some 160 persons dead and 330 injured. The earthquake damaged or destroyed some 20,000 houses and 260 public buildings, in an area populated by a number of recent repatriates and returnees. A United Nations inter-agency and non-governmental organization team visited the area and reported emergency shelter materials and food aid as the most urgent needs. The Department of Humanitarian Affairs assisted in the coordination of the response to this disaster.

446. On 20 July 1994, Mr. Mestiri returned to the region to begin his second round of consultations with the parties concerned. During this period, he has engaged in extensive talks with a view to bringing the parties together to discuss common elements in all of the several peace initiatives put forward by various Afghan groups. During his stay in the region, Mr. Mestiri also visited Uzbekistan on 26 July, where he held consultations with President Karimov and the Foreign Minister. The Security Council, on 11 August 1994, issued a Presidential statement on Afghanistan (S/PRST/1994/43) supporting the Special Mission headed by Mr. Mestiri, welcoming the recommendations of his report to me and urging all the parties to embark on a process of reconciliation. Fighting still continues, however, in Kabul and several locations in northern Afghanistan.

2. ANGOLA

447. Since the resumption of hostilities in Angola, in the aftermath of the elections of 29 and 30 September 1992, the United Nations Angola Verification Mission (UNAVEM II) has been actively engaged in efforts to reach a peace settlement between the Government and the National Union for the Total Independence of Angola (UNITA). At the same time, the United Nations system has pursued its humanitarian assistance programme throughout the country by providing emergency relief to the civilian population, which has been severely affected by the conflict.

448. Following his arrival in Angola in early July 1993, my Special Representative, Mr. Alioune Blondin Beye, conducted intensive consultations aimed at the resumption of the peace talks under United Nations auspices in order to re-establish the cease-fire throughout the country and fully implement the Peace Accords. The countries of the region and the three observer States to the Angolan Peace Process (Portugal, the Russian Federation and the United States) actively supported these efforts.

449. As a result, exploratory talks were held from 25 to 31 October 1993 at Lusaka, during which UNITA reaffirmed its acceptance of the results of the elections and agreed to withdraw its forces from the locations occupied since the resumption of hostilities.

450. The peace talks between the Government and UNITA resumed at Lusaka on 15 November 1993 under the auspices of the United Nations. By 11 December, the parties had reached agreement on all the military items on the agenda: the re-establishment of the cease-fire, the withdrawal, quartering and demilitarization of all UNITA military forces, the disarming of all civilians, and the completion of the formation of the Angolan Armed Forces.

451. Following the agreement on the military items, the Lusaka peace talks moved to political issues: the police, the completion of the electoral process, the new mandate of the United Nations Mission, the role of the three observer States, and the question of national reconciliation. Between late January and early May, the parties reached agreement on the police, the general principles pertaining to the issue of national reconciliation and the completion of the electoral process. Thereafter, the talks focused on the specific principles of national reconciliation and on modalities for their implementation. By late June, specific principles were agreed upon. The issue of the new mandate of the United Nations and the role of the observer States had been extensively discussed and was not expected to present insurmountable difficulties.

452. Negotiations on the modalities of national reconciliation have proved to be more contentious, especially in regard to UNITA's participation in the management of State affairs and the re-establishment of State administration throughout Angola. In May, the Government accepted a set of proposals on these issues put forward by the United Nations and the observer States. Although UNITA has given a generally positive response to the proposals which relate to the number and identity of the posts to be occupied by its senior members, it made its formal acceptance of the package of proposals conditional on its being allocated the governorship of Huambo. Regional leaders have continued their efforts to overcome this impasse and to assist the Angolan peace process within the framework of the Lusaka talks.

453. On 7 July 1994, President Nelson Mandela of South Africa hosted a summit meeting in Pretoria attended by the Presidents of Angola, Mozambique and Zaire during which it was decided to revive a long dormant Security and

Defence Commission between Angola and Zaire. At that meeting it was confirmed that the President of UNITA, Mr. Jonas Savimbi, had accepted in principle an invitation from President Mandela to visit South Africa.

454. In a statement issued by its President on 12 August 1994 (S/PRST/1994/45), the Security Council expressed its gratitude to President Mandela for his offer of assistance in finalizing the Lusaka peace process, and agreed that his efforts deserve time to come to fruition. The Council therefore decided to defer temporarily the imposition of the additional measures against UNITA referred to in its resolution 932 (1994) of 30 June. The Council, however, confirmed its readiness to impose further measures against UNITA if the latter did not accept the mediation proposals on national reconciliation during the month of August.

455. On several occasions, I have urged the Government and UNITA to demonstrate the necessary flexibility, realism and political will to reach an agreement on the question of national reconciliation. A number of world leaders have made similar appeals to the President of Angola and to the leader of UNITA. Furthermore, the Security Council has repeatedly stressed the need to achieve a prompt and successful conclusion of the Lusaka peace talks. Despite these appeals, intensive fighting has continued in many provinces of Angola.

456. With continued fighting, the humanitarian situation throughout the country remains critical. It is estimated that currently some 3.3 million Angolans are in need of relief assistance, compared to approximately 2 million in May 1993, when the first inter-agency appeal after the resumption of the hostilities was issued. In my reports to the Security Council, I have appealed to Member States to contribute generously to the emergency humanitarian programme, noting that the donor community should be prepared to support the humanitarian aspects of the comprehensive peace agreement currently under negotiation in Lusaka.

457. UNAVEM II has continued to operate under its reduced strength of 50 military observers, 18 civilian police observers and 11 military paramedical staff, complemented by a small number of international and local personnel. In addition to Luanda, the Mission is currently deployed in Lubango, Sumbe, Benguela and Namibe. The activities of its military and police components consist essentially of patrolling, assessing the military situation, carrying out liaison with military and civilian officials and assisting in the delivery of humanitarian aid.

458. On 29 August 1994, the Government of Angola and UNITA announced that they had agreed to request a United Nations peace-keeping force of 7,000 troops. The Security Council has reiterated its readiness to take prompt action to expand substantially the United Nations presence in the country once the parties reached a peace settlement in Lusaka. In my reports to the Council, I have outlined the human and material resources which might be required for an enlarged operation in Angola and noted that the necessary preparations and planning have already been undertaken by the United Nations.

459. I have consistently advocated a high degree of international commitment to assist Angola in achieving a negotiated settlement. Elaborate contingency planning was initiated to enable the United Nations promptly to increase the strength of the Mission and upgrade its role, as envisaged by the Government and UNITA. A full-fledged operation will require not only several thousand troops but hundreds of United Nations military and police observers. The operation should obviously be based on a clear-cut mandate and a rigid time-frame. This war-torn country faces daunting tasks, but I believe that a determined effort on the part of the Angolans themselves and of the international community could return the country to the path of peace and development.

460. In my view, compromise, tolerance and national reconciliation are the essential elements in a peaceful transition in Angola. The comprehensive accord worked out in Lusaka meets the legitimate rights and aspirations of all Angolans and allows the country to achieve peace and economic reconstruction.

461. Since my last report, the United Nations and its partners in relief assistance have made tremendous gains in the volume and geographical reach of humanitarian assistance to Angola. Such efforts are, however, able to relieve only the most acute consequences of the conflict, which has virtually destroyed the economic and social fabric of the Angolan nation.

462. Until September 1993, relief operations were generally restricted to the coastal provinces and other secure areas. As the level of fighting began to abate in October, and painstaking negotiations with the parties yielded guarantees for safe access to remaining areas of conflict, relief deliveries by air were extended to nearly all locations of acute need. Conditions finally began to stabilize in besieged cities such as Kuito, Huambo and Malange, where hungry civilians had languished for months without external assistance. Since then, however, the parties on several occasions restricted access of United Nations humanitarian flights to several major cities, causing more suffering there.

463. The relief activities of United Nations operational agencies have been effectively enhanced by the work of over 80 international and local non-governmental organi-

zations. These organizations have been particularly active in the local distribution of relief goods. The Humanitarian Assistance Coordination Unit, established by the Department of Humanitarian Affairs, supports the overall effort by handling matters of access, emergency programme strategy, security and needs assessment.

464. The extensive emergency programme, carried out at great personal risk to relief workers on the ground, has saved countless lives and brought comfort to millions of Angolans. However, the gains achieved are extremely fragile and can be easily reversed by increased fighting or a lack of consistent donor support. For example, the upsurge of fighting in May 1994 cut off vital supply lines to a number of cities almost entirely dependent on external supplies of food and medicine.

465. While emergency assistance has relieved some of the worst suffering, the civil conflict has pushed the Angolan population ever deeper into poverty and desperation. A comprehensive and lasting peace is the only basis for restoring tolerable living conditions in Angola, potentially one of the richest countries on the African continent.

3. ARMENIA AND AZERBAIJAN

466. The situation in and around Nagorny Karabakh has remained tense during the past year. Fighting in the region has continued and the number of displaced persons and refugees has further increased, primarily in the Azerbaijani Republic. The occupation by ethnic Armenian forces of Azeri territory outside the region of Nagorny Karabakh, which is part of the Azerbaijani Republic, has also continued. Moreover, in October 1993, ethnic Armenian forces occupied a large border area in south-western Azerbaijan, adjacent to the Islamic Republic of Iran, causing a new flow of refugees and displaced persons. This occupation of Azeri territory bordering directly on Iran marked a further escalation in the conflict between Armenia and Azerbaijan. The continuation of the conflict may endanger international peace and security in the region.

467. The members of the Security Council have continued to provide their unanimous support to the Conference on Security and Cooperation in Europe (CSCE) in its peacemaking efforts for Nagorny Karabakh, including its plans to convene a peace conference on Nagorny Karabakh at Minsk, Belarus. In its resolution 874 (1993) of 14 October 1993, the Security Council welcomed and commended to the parties the CSCE Minsk Group's "Adjusted timetable of urgent steps to implement Security Council resolutions 822 (1993) and 853 (1993)". In resolution 884 (1993), adopted on 12 November 1993, the Council further condemned the occupation of the Zangelan district and the city of Goradiz in south-western Azerbaijan. Furthermore, the Council strongly urged the parties to seek a negotiated settlement of the conflict within the context of the CSCE Minsk process and its "Adjusted timetable".

468. I have continued to give my full support to the ongoing peacemaking endeavours of the CSCE Minsk Group. My representative to the Security Council has regularly reported to the Council on the situation in and around Nagorny Karabakh as well as on the efforts of the CSCE Minsk Group. Under its new Chairman, the Minsk Group has been attempting to integrate other mediation efforts regarding the conflict such as the efforts of the Russian Federation, which has negotiated a number of cease-fire agreements with the parties.

469. The latest cease-fire agreement has been holding since 12 May 1994. On 23 June, the Special Envoy of the President of the Russian Federation and the Chairman of the CSCE Minsk Group jointly appealed to the conflicting parties not to resume fighting and to sign a political declaration by the end of August. Responding to this appeal, the Ministers of Defence of Armenia and Azerbaijan and the Commander of the Nagorny Karabakh army, in an agreement signed on 27 July 1994, extended the cease-fire to the end of August and affirmed their readiness to speed up and intensify the talks in August with an eye to further agreement on military-technical matters and the deployment of the CSCE observers and international security forces. The sides particularly undertook not to violate the cease-fire under any condition until the signing of the aforementioned agreement.

470. I remain prepared to provide United Nations technical assistance, if so requested, to the envisaged CSCE observer mission in and around Nagorny Karabakh.

4. BALTIC STATES

471. Pursuant to General Assembly resolution 47/21 of 25 November 1992, I sent a Special Envoy, Mr. Tommy Koh, on a goodwill mission to the Baltic States and the Russian Federation, from 29 August to 9 September 1993, in order to facilitate the withdrawal of foreign military forces from the territories of Estonia, Latvia and Lithuania. Following consideration of this item at the forty-eighth session of the Assembly, I continued consultations on the issue with all parties concerned.

472. Significant progress on this issue has been achieved since my last report. Armed forces of the Russian Federation left Lithuania on 31 August 1993. Latvia and the Russian Federation have agreed on the issue of Russian troop withdrawal from Latvia, with the President of each country signing a package of agreements at a summit meeting held on 30 April 1994. According to these agree-

ments, the Russian Federation withdrew its troops in August 1994; in return, Latvia has permitted the Russian Federation to operate an early warning radar station at Skrunda for four years after the withdrawal. Latvia also agrees to grant social benefits to Russian retired military personnel in Latvia. Both sides have agreed to establish a special fund for repatriation of those retirees who would wish to return to the Russian Federation.

473. In Estonia, agreements on the troop withdrawal and on social guarantees for retired Russian military personnel were signed by the Presidents of Estonia and Russia on 26 July 1994, and an agreement on the Russian Federation's naval training centre at Paldiski, on 31 July 1994. Under these agreements, Russian troops have been withdrawn from Estonia and nuclear reactors at the naval training centre at Paldiski are to be dismantled by 30 September 1995. Retired military personnel and members of their families will receive, should they so request, permits to reside in Estonia. This arrangement excludes persons who, by decision of the Estonian Government, have for good reason been refused such permits, on the grounds that they pose a threat to the security of Estonia.

474. With the conclusion of those agreements, negotiations on the withdrawal of foreign forces from the Baltic States were successfully completed.

5. BURUNDI

475. Immediately after the military coup in Burundi on 21 October 1993, in which the President and other leaders of Burundi were killed, I expressed my concern over the situation and condemned the *coup d'état*. I also expressed my solidarity with and support for the people of Burundi. I decided to send a Special Envoy, Mr. James Jonah, on a good offices mission to facilitate the return of Burundi to constitutional rule and to identify action which the United Nations could undertake to that end.

476. On 25 October 1993, the Security Council, in a statement by its President (S/26631), requested me to monitor and follow closely the situation in Burundi, in close association with the Organization of African Unity (OAU). The statement expressed appreciation for my designating a special envoy. On 29 October, the Secretary-General of OAU shared with me the results of the Regional Summit held at Kigali, which dealt with the critical situation in Burundi.

477. The participants in the Kigali Regional Summit agreed to request me, in consultation with the Secretary-General of OAU, to establish an international force for stabilization and restoration of confidence in Burundi. This force was to be composed of troops provided essentially by African countries chosen in consultation with the legitimate Government of Burundi.

478. While I continued to consult and explore areas of cooperation with OAU, I appointed as my Special Representative for Burundi, Mr. Ahmedou Ould Abdallah, to follow developments more closely and to support me in my task of consultation and coordination with OAU. This move was welcomed by the Security Council which, on 19 November, authorized me to dispatch, within existing resources, a small fact-finding and advisory team to support him and facilitate the efforts of the Government of Burundi and OAU. The Security Council further authorized me to make recommendations on the possible establishment of a voluntary fund to assist in the dispatch of an OAU mission to Burundi.

479. In the first part of November, both the United Nations High Commissioner for Refugees and the World Food Programme launched regional humanitarian assistance programmes. UNHCR assisted an estimated 700,000 Burundi refugees at a cost of $17.9 million for 90 days. WFP assisted 700,000 refugees plus 100,000 internally displaced persons in Burundi at a cost of $13.9 million for 90 days. Food and non-food aid requirements were formulated in the Interim United Nations Consolidated Inter-agency Appeal for Burundi launched on 23 November. The appeal called for $8 million for 250,000 beneficiaries through 15 February 1994.

480. Because of the absence of any significant government direction over public services, the unmet emergency relief requirements and, finally, the prospects for the return of considerable numbers of refugees, all of these programmes were subsequently revised to cover six-month implementation periods. UNHCR revised estimates for November 1993 to April 1994 totalled $40.3 million; WFP six-month revisions for food aid requirements in all four countries totalled $39 million. In March, the Department of Humanitarian Affairs launched on behalf of the United Nations system a $53.3 million emergency programme running through August and targeting the food and non-food aid requirements of approximately one million persons affected by the crisis in Burundi.

481. Following the resumption of Parliament and the election of a new President in January 1994, I dispatched the fact-finding team. Its mission took place from 22 March to 20 April 1994.

482. On 6 April 1994, while the fact-finding mission was in the area, the President of Burundi was killed, together with the President of Rwanda, when their plane crashed in Kigali. Ethnic violence erupted in all 15 provinces of the country, especially in the northern areas bordering Rwanda.

Estimates of the number of people killed varied between 25,000 and 100,000. An estimated 700,000 fled to the neighbouring States of Rwanda, the United Republic of Tanzania and Zaire.

483. In accordance with the Constitution, the President of the National Assembly was appointed Interim President. Since the Interim President assumed his functions, he has endeavoured to promote dialogue and cooperation between the parties. On 30 May 1994, 12 parties started negotiations on the presidential succession. Since that time, the guidance and advice of my Special Representative have been constantly sought by the main political parties. He has also been in constant contact with the Interim President and the Prime Minister.

484. On 29 July 1994, in a Presidential statement (S/PRST/1994/38), the Security Council supported the ongoing political dialogue in Burundi aimed at reaching an early agreement on the Presidential succession and condemned those extremist elements which continued to reject the negotiations and sought to block progress towards a peaceful settlement.

485. Following reports that the security situation in Burundi was rapidly deteriorating, and on my recommendation that preventive measures should be taken urgently, the Security Council decided on 11 August 1994 to dispatch a fact-finding mission of its own to Burundi. On 12 August, four members of the Council (Czech Republic, Nigeria, Russian Federation and United States), part of a mission visiting Mozambique at the time, were requested to proceed to Burundi, which they visited on 13 and 14 August. On 13 August, while they were in Burundi, negotiations on the Presidential succession resumed with an understanding that the negotiating parties should reach an agreement on a new President by the end of August. My Special Representative is supporting negotiations for a government convention that would confirm the democratic system, establish a cabinet, increase the opposition's share of power to 50 per cent, and set the stage for a conference on key national issues such as the constitution. The major strength of the convention is that it would be a compromise between the two main parties, each identified with one of the two main ethnic groups. A compromise had not been reached as of the end of August 1994.

486. At present, United Nations officials in Burundi estimate that over 1.5 million people are targeted for international emergency relief assistance. This figure includes 550,000 displaced persons from Burundi, 250,000 Hutu refugees from Rwanda, 250,000 refugees in Zaire from Burundi and Rwanda and 300,000 persons in southern Rwanda. Resources available are estimated at only 25 per cent of requirements.

6. CAMBODIA

487. Although the mandate of the United Nations Transitional Authority in Cambodia (UNTAC) ended on 24 September 1993 with the establishment of the new Cambodian Government, the withdrawal of the military component of UNTAC was completed only in mid-November, and the small number of remaining administrative and other personnel left Phnom Penh at the end of May 1994.

488. Following the termination of UNTAC's mandate and at the request of the Cambodian Government, the Security Council, in its resolution 880 (1993), decided to establish a United Nations Military Liaison Team (UNMLT), comprised of 20 military officers. UNMLT was deployed in Cambodia for a single period of six months from 15 November 1993 to 15 May 1994 to maintain close liaison with the Government and to assist with residual military matters relating to the Paris Agreements.

489. In March 1994, pursuant to Security Council resolution 880 (1993), I appointed Mr. Benny Widyono as my Representative in Cambodia. He is supported by three military advisers.

490. In the wake of Cambodia's re-emergence as an independent and sovereign nation following the successful elections last May, the Government's attention is now focused on meeting the people's aspirations for a peaceful, democratic and prosperous Cambodia. Towards this end, and in accordance with the spirit and principles of the Paris Agreements, my Representative in Cambodia has maintained close dialogue and cooperation with the Government, as well as with the Special Representative for Human Rights in Cambodia, UNDP and other United Nations bodies in the country. I am particularly gratified to note the sustained commitment of the international community, through the International Committee on the Reconstruction of Cambodia (ICORC), to assist the people and Government of Cambodia in their efforts to rebuild their country.

7. CYPRUS

491. During the past year, I have concentrated on securing the agreement of both Cypriot communities to implement the package of confidence-building measures described in my report to the Security Council of 1 July 1993 (S/26026). During the summer of 1993, my Special Representative, Mr. Joe Clark, visited Cyprus and the region to try to overcome the apparent obstacles to the acceptance of the confidence-building measures. As I reported to the Security Council on 14 September (S/26438), while this visit did not result in the expected agreement, it did reveal the need to clarify the benefits and feasibility of such measures.

492. I sought and received the assistance of the United Nations Development Programme and the International Civil Aviation Organization in sending a team of senior economic experts to the island to study the benefits of the package. A second team of civil aviation experts studied the rehabilitation of Nicosia International Airport.

493. During the autumn of 1993, my representatives made further efforts to secure agreement on the confidence-building measures. My report of 22 November 1993 (S/26777) indicated that it was expected that the reports of the two teams of experts would reveal the benefits and feasibility of the package of confidence-building measures to both communities. In mid-December the teams released their reports, which did indeed establish that substantial benefits would accrue to both communities. In resolution 889 (1993) of 15 December 1993, the Security Council endorsed this effort and called upon the leaders of the two communities to state their acceptance of the package.

494. After further meetings with my representatives during January and February 1994, both sides stated their acceptance in principle of the package and agreed on an agenda for proximity talks on the modalities of the implementation of the package (S/1994/262). In resolution 902 (1994) of 11 March 1994, the Security Council endorsed that effort and looked forward to receiving my report at the end of March.

495. My representatives worked intensively with both sides during March and April 1994 to find mutually acceptable ways to implement the package. The detailed proposals presented to the parties on 21 March were accepted by the leader of the Greek Cypriot community, provided that the leader of the Turkish Cypriot community also accepted them. As described in my reports to the Security Council of 4 April (S/1994/380) and 30 May (S/1994/629), the proximity talks, despite several extensions, did not result in an agreement on the modalities for implementation of the confidence-building measures.

496. In my report of 30 May 1994, I concluded that the absence of agreement was due essentially to a lack of political will on the Turkish Cypriot side, and I presented the Security Council with five options. Subsequent to that report, further consultations between my Deputy Special Representative and the Turkish Cypriot leader resulted in clarifications of the proposals in the paper of 21 March. As indicated in my letter dated 28 June 1994 to the President of the Security Council (S/1994/785), I concluded that there had now been sufficient progress for the United Nations to implement the package on the basis of the paper of 21 March and subsequent clarifications. My intention was to address to each leader a letter in identical terms expressing my intention to proceed on that basis, describing the clarifications concerned and seeking their cooperation in that endeavour. The paper of 21 March and my letters to the two leaders would simultaneously have been submitted to the Security Council with the request that the Council endorse that basis for the United Nations implementation of the confidence-building measures. However, on 21 June, the leader of the Greek Cypriot community informed me that he would have difficulty accepting that manner of proceeding, reiterating that he was not prepared to contemplate any change in the paper of 21 March or any further negotiation on the confidence-building measures. The Turkish Cypriot leader had already declined to accept the procedure I was proposing. Accordingly, I informed the members of the Security Council of these developments and invited them to begin considering the options presented in my report of 30 May. On 27 July, during the Council's informal consultations, I conveyed, through my personal representative in the Council, my belief that unless they provide evidence, through concrete actions, of their commitment to a negotiated settlement, I will have to recommend that my mission of good offices be suspended, while maintaining the presence of the United Nations Peace-keeping Force in Cyprus (UNFICYP) on the ground.

497. On 29 July 1994, the Security Council adopted resolution 939 (1994), in which it requested me to begin consultations with members of the Council, with the Guarantor Powers, and with the two leaders in Cyprus with a view to undertaking a fundamental and far-reaching reflection on ways of approaching the Cyprus problem in a manner that would yield results. It also urged the parties to cooperate fully with me and my Special Representative to achieve agreement on the modalities for implementing the confidence-building measures at the earliest possible time. Finally, the Council requested me to submit a report by the end of October 1994, including a programme for achieving an overall solution to the issues involved in the Cyprus problem following my consultations referred to above and on progress made towards the implementation of the confidence-building measures.

498. While the outcome of the talks over the implementation of confidence-building measures remains uncertain, UNFICYP has experienced some encouraging success in the past years in transferring responsibility for some of the humanitarian functions it had assumed over the years to agencies on both sides of the conflict. The severe financial difficulties that had been affecting troop-contributors' willingness to participate in the Force have also been largely resolved with the adoption by the General Assembly of resolution 47/236 of 14 September 1993. That resolution adopted a system of financing UNFICYP through a mixture of assessed and pledged contributions.

499. At the time of the consideration of the Force's mandate in December 1993, the Security Council undertook a comprehensive reassessment of UNFICYP based on my report of 22 November 1993 (S/26777). It took note of my conclusion that the present circumstances do not allow for any further modification in the structure and strength of the Force and requested me to keep those matters under constant review with a view to the further restructuring of the Force. By its resolution 927 (1994), the Security Council extended the mandate of UNFICYP until 31 December 1994 and urged all concerned to commit themselves to a significant reduction in the number of foreign troops and a reduction of defence spending in the Republic of Cyprus to help restore confidence between the parties and as a first step towards the withdrawal of non-Cypriot forces as set out in the Set of Ideas. In addition, it urged the leaders of both communities to promote tolerance and reconciliation.

500. The restructuring of UNFICYP following successive reductions in strength has had major implications for the two parties. Greater responsibility rests with them for ensuring that there is no increase in tension in Cyprus and that conditions can be maintained for a speedy overall agreement as envisaged by the Security Council. The two sides have exercised restraint in the past year, but unfortunately have not yet agreed, in accordance with the proposed package of confidence-building measures, to extend without delay the 1989 unmanning agreement to all parts of the buffer zone where their forces remain in close proximity to each other. I have urged the sides to take reciprocal measures to lower the tension. This means, *inter alia*, making mutual commitments through UNFICYP to prohibit firing of weapons within sight or hearing of the buffer zone and the deployment along the cease-fire lines of live ammunition or weapons other than hand-held ones.

8. DEMOCRATIC PEOPLE'S REPUBLIC OF KOREA

501. In December 1993, I visited the Korean Peninsula and spoke with the leaders of the Democratic People's Republic of Korea and the Republic of Korea. I expressed support for negotiations aimed at peacefully resolving differences generating tension. I also emphasized the concern of the international community for the maintenance and strengthening of the non-proliferation regime and the safeguards system.

502. Accordingly, I warmly welcomed the joint statement by the Democratic People's Republic of Korea and the United States of 13 August 1994 and the agreement on elements which would be included in a final, negotiated resolution of a number of outstanding issues. In particular, I observed that the Democratic People's Republic of Korea had indicated that it was prepared to remain a party to the Treaty on the Non-Proliferation of Nuclear Weapons and to allow implementation of its Safeguards Agreement under the Treaty.

503. The progress reported, aimed at a normalization of political and economic relations between the United States and the Democratic People's Republic of Korea, was encouraging. I hope that there will be additional steps to improve the relations between all the States of the region, and, of course, I remain ready to provide any good offices which the parties might find useful.

504. I stand firm in my conviction that the international community must find ways to support security, reunification and development for the whole of the Korean Peninsula.

9. EAST TIMOR

505. I have continued to provide my good offices in the search for a just, comprehensive and internationally acceptable solution to the question of East Timor. During the period under review, the Foreign Ministers of Indonesia and Portugal held two further rounds of talks, under my auspices, the first in New York on 17 September 1993 and the second one at Geneva on 6 May 1994. The discussions at these talks focused on confidence-building measures, particularly in the field of human rights, aimed at fostering an atmosphere propitious to addressing the substance of the question. The next inter-ministerial round of talks is scheduled to take place at Geneva in the first half of January 1995. In January 1994, I dispatched a mission to Portugal, Indonesia, East Timor and Australia to carry out preparatory discussions with both sides and to pursue contacts with East Timorese representing different currents of opinion.

10. EL SALVADOR

506. Although the peace process in El Salvador has encountered, perhaps unavoidably, successive obstacles, the significant fact is that many of these obstacles have been overcome. The peace process in El Salvador has advanced steadily, but distortions have occurred and progress has been slow in certain areas, particularly public security and reintegration programmes.

507. The United Nations Observer Mission in El Salvador (ONUSAL) has successfully overseen the efforts towards the consolidation of peaceful conditions in that country despite such events as the discovery of a large cache of Frente Farabundo Martí para la Liberación Nacional (FMLN) arms in Nicaragua and the attempts by the Government to retain military elements in the National Civilian Police, at a time of a serious crime wave in the country. Following its effective verification of a prolonged cease-fire

and separation of forces, the demobilization of FMLN, the reduction of the armed forces of El Salvador and the formation of a new civilian police force, ONUSAL focused its work on the democratization of the Salvadorian system and the promotion of national reconciliation in accordance with the Peace Accords and by virtue of its good offices mandate.

508. The first post-conflict elections, no doubt one of the key elements in the consolidation of peace and security in El Salvador, were successfully completed in April 1994. The elections were the first in which FMLN participated as a political party. ONUSAL's Electoral Division, which began to operate in September 1993, provided support for the registration of voters and delivery of voter cards, and verified the electoral campaigns and polling.

509. I congratulated President Alfredo Cristiani for his statesmanship in bringing his country out of war into peace, and welcomed the commitment of his successor, President Armando Calderón Sol, to honour the Peace Accords. I have no doubt that the new Government and FMLN, as the major opposition party, will continue to act with political responsibility to consolidate peace and achieve the reunification of Salvadorian society.

510. ONUSAL, now headed by my Special Representative for El Salvador, Mr. Enrique ter Horst, continues to verify pending aspects of the 1992 Peace Accords. Implementation of the Accords has on the whole contributed to the reaffirmation of the irreversibility of the peace process and the strengthening of national reconciliation. None the less, there have been serious delays in certain key commitments relating to public security, land transfer and other aspects of the reintegration of ex-combatants into civilian society. On 19 May 1994, the parties agreed on a further revised timetable for the solution of the most important issues. In May the Security Council extended the mandate of ONUSAL through November 1994, while its size is being progressively reduced.

511. The assassinations of several political figures in the last months of 1993 raised fears about the possible resurgence of politically motivated illegal armed groups, including the so-called death squads. The Security Council endorsed my decision that there should be an impartial, independent and credible investigation of these armed groups pursuant to the recommendation of the Commission on the Truth. On 8 December 1993, following intensive negotiations, the Joint Group for the Investigation of Politically Motivated Illegal Armed Groups was established in San Salvador. The Group comprised the National Counsel for the Defence of Human Rights, the Director of ONUSAL's Human Rights Division and two representatives of the Government of El Salvador, nominated by then President Cristiani. The mandate of the Group ended on 28 July 1994, when it presented a report on its findings to me and to President Calderón Sol.

512. ONUSAL has intensified its efforts to assist in promoting respect for human rights, reforming the judiciary, and addressing essential socio-economic issues, such as capital-labour relations and the reintegration of former combatants into civilian life through organized programmes, especially land transfers. El Salvador needs continued support from the international community if its peace-related programmes, vital to reconciliation, democratization and prosperity, are to work.

11. GEORGIA

513. In August 1992, fighting broke out in Abkhazia, a region located on the Black Sea in the north-western part of the Republic of Georgia. In September 1993, Abkhaz forces, supported by irregular units from the Northern Caucasus region, led a major offensive in which all of Abkhazia fell under their control. The Abkhaz justified the attack by accusing the Georgians of not having withdrawn all their forces and military equipment, as foreseen in the Sochi cease-fire agreement of 27 July 1993. Over 200,000 Georgians fled Abkhazia as a result of the attack. Serious human rights violations occurred in the wake of the offensive. A fact-finding mission which I dispatched to Abkhazia in late October 1993 investigated these violations. On 14 May 1994, both sides signed a formal cease-fire agreement.

514. The United Nations, with the collaboration of bilateral donors and intergovernmental and non-governmental organizations, has been providing support for repatriation, demobilization, demining and restoration of essential services while also continuing to meet emergency relief needs as appropriate.

515. My Special Envoy for Georgia, Mr. Edouard Brunner, with the support of the Russian Federation as facilitator and the Conference on Security and Cooperation in Europe as participant, has undertaken strenuous efforts to achieve a comprehensive settlement of the conflict. He has visited the region a number of times and chaired several rounds of negotiations between the Georgian and Abkhaz sides on the political status of Abkhazia.

516. The main impediment to progress has been the Abkhaz demand for independent statehood, while the Georgian side has insisted on preserving its territorial integrity. Current efforts are aimed at finding a solution within which Abkhazia will be a subject with sovereign rights within the framework of a union State to be established as a result of negotiations after issues of dispute have been settled. Political negotiations are continuing in order

further to define political and legal elements for a comprehensive settlement of the conflict.

517. There has also been a lack of progress in the refugee situation. On 4 April 1994, both sides signed a quadripartite agreement worked out by UNHCR on voluntary return of refugees and displaced persons to Abkhazia. Organized return has not yet commenced because of a variety of factors such as delays on the part of the Abkhaz side as well as the large number of mines remaining in the area of return. Negotiations in the Quadripartite Commission, which was established by the agreement and is comprised of both parties to the conflict, the Russian Federation and UNHCR, have proven difficult and progress has been slow.

518. The Coordinating Commission, comprising both sides and the Russian Federation and the United Nations to discuss practical matters of mutual interest such as energy, transport, communications and ecology, has held a series of meetings at Sochi, Russian Federation, since its establishment on 1 June 1994. Its present efforts are directed at solving transportation infrastructure (railways and bridges), hydroelectric power, engineering and communications problems.

519. The United Nations Observer Mission in Georgia (UNOMIG) represents another instance in which developments have prevented an operation from achieving full deployment and functioning. On 16 September 1993, while UNOMIG was being established, the cease-fire broke down and consequently the deployment of UNOMIG had to be suspended. In resolution 881 (1993) of 4 November 1993, the Security Council decided that UNOMIG, at the strength of five military observers, would be given an interim mandate to maintain contacts with both sides to the conflict and with military contingents of the Russian Federation in order to monitor and report on the situation on the ground. The Council instructed UNOMIG to concentrate particularly on developments relevant to United Nations efforts to promote a comprehensive political settlement.

520. In view of the encouraging progress made by the parties on 1 December 1993, when they signed a memorandum of understanding, I sought the authorization of the Security Council to deploy up to 50 additional observers. The Council approved my request in resolution 892 (1993) of 22 December 1993.

521. During negotiations held at Geneva in April 1994 on the possible establishment of a United Nations peace-keeping force in Abkhazia, Georgia, the parties displayed some flexibility from their previously held positions. However, there still remained a number of fundamental differences. In view of these circumstances I proposed in my report of 3 May 1994 (S/1994/529) a number of options for the consideration of the Security Council, which did not take further action in view of progress in the negotiations between the parties. In particular, in the Agreement on a Cease-fire and Separation of Forces, signed in Moscow on 14 May 1994, the parties agreed that a peace-keeping force of the Commonwealth of Independent States (CIS) would be deployed to monitor the parties' compliance with the Agreement. They also appealed to the Security Council to expand the mandate of UNOMIG in order to provide for its participation in the operation.

522. Having obtained a number of clarifications from the Russian Federation on the role of the United Nations military observers and their relationship with the CIS operation envisaged under the Agreement, I conveyed to the Security Council, in my report of 6 June 1994 (S/1994/529/Add.1), my intention to examine, in consultation with the parties and the Russian Federation, expansion of UNOMIG's mandate to undertake certain tasks independently but in close coordination with the CIS peace-keeping force. By a letter dated 16 June 1994 (S/1994/714), the President of the Council requested the Secretariat to pursue those discussions in order to arrive at clear understandings on particular points of relevance to the Council's decision on a further increase in the strength and change in the mandate of UNOMIG.

523. In my report of 12 July 1994 (S/1994/818 and Add.1), I informed the Security Council of the results of my consultations with the Government of Georgia, the Abkhaz authorities, representatives of the Russian Federation and the CIS peace-keeping force. I proposed to the Council a number of tasks which an expanded UNOMIG would undertake, and presented its concept of operations. I also informed the Council of the cooperation and coordination arrangements between UNOMIG and the CIS peace-keeping force which would exist on the ground, should UNOMIG be expanded. On 21 July, the Security Council adopted resolution 937 (1994) approving my report. The Council mandated UNOMIG, *inter alia*, to monitor and verify the implementation by the parties of the Agreement of 14 May, and to observe the operation of the CIS peace-keeping force within the framework of the implementation of the Agreement. The Council authorized me to increase the strength of UNOMIG up to 136 military observers and extended the Mission's mandate until 13 January 1995. My efforts to pursue a comprehensive political settlement of this conflict are continuing.

12. GUATEMALA

524. In January 1994, the Government of Guatemala and the Unidad Revolucionaria Nacional Guatemalteca (URNG) agreed, under my auspices, to resume negotiations to put an

end to the longest conflict in Latin America. United Nations involvement in efforts to resolve the armed confrontation in Guatemala dates from 1990, when my predecessor was requested to appoint an observer to participate in a peace dialogue between the National Reconciliation Commission of Guatemala and URNG. Direct talks between the Government and URNG, which began later, in April 1991, were suspended in May 1993.

525. When the peace talks resumed, the parties agreed on a new format for the negotiations, which is contained in the Framework Agreement for the Resumption of the Negotiating Process between the Government of Guatemala and URNG, signed on 10 January 1994 (A/49/61-S/1994/53, annex). It provided, *inter alia*, for the negotiations to be moderated by the United Nations and for all agreements reached by the parties to be verified by the United Nations. In an arrangement unique to the Guatemalan peace process, it provided also for the establishment of an "Assembly of Civil Society" under a chairman to be appointed by the Episcopal Conference of Guatemala to facilitate the negotiations by promoting consensus among sectors of civil society on several key items on the negotiating agenda.

526. With the signing of the Framework Agreement, the Guatemalan peace talks entered a new phase. In February 1994, I assigned the role of Moderator to Mr. Jean Arnault, who had been participating in the peace talks as my Observer since June 1992. The Assembly of Civil Society was established in May 1994 under the chairmanship of Bishop Rodolfo Quezada Toruño and in the same month submitted its recommendations to the parties on the resettlement of people uprooted by the armed confrontation. Negotiations between the Government of Guatemala and URNG have gone on uninterruptedly for most of the past six months, with the valuable support of the Group of Friends of the Guatemalan Peace Process composed of Colombia, Mexico, Norway, Spain, the United States and Venezuela. To date, these negotiations have resulted in the conclusion of four agreements: the Comprehensive Agreement on Human Rights and the Agreement on a Timetable for the Negotiation of a Firm and Lasting Peace in Guatemala, signed on 29 March 1994 (A/48/928-S/1994/448, annexes I and II); the Agreement on resettlement of the population groups uprooted by the armed conflict, signed on 17 June 1994 (A/48/954-S/1994/751, annex I); and the Agreement on the establishment of the Commission to clarify past human rights violations and acts of violence that have caused the Guatemalan population to suffer, signed on 23 June 1994 (ibid., annex II).

527. In addition to the agreements already signed, the negotiating agenda provides for the conclusion of agreements on "identity and rights of indigenous peoples", "socio-economic aspects and agrarian situation", "strengthening of civilian power and role of the army in a democratic society", "bases for the reintegration of URNG in the political life of Guatemala and agreement on a definitive cease-fire", "constitutional reforms and electoral regime", and "schedule for the implementation, enforcement and verification of the agreements". All the agreements mentioned above will be included in the Agreement for a Firm and Lasting Peace, the signature of which will mark the conclusion of the negotiating process. I informed Member States in my letter of 19 January 1994 (A/49/61-S/1994/53) that if, as I hoped, the negotiations succeeded in producing an agreed settlement, I would recommend that the United Nations should agree to the request contained in the Framework Agreement of 10 January and verify implementation of these agreements.

528. In the Comprehensive Agreement on Human Rights, the parties requested the United Nations to organize at the earliest opportunity a mission to verify human rights, without waiting for signature of the Agreement for a Firm and Lasting Peace. I stated in my letter dated 8 April 1994 to the Presidents of the General Assembly and the Security Council (A/48/928-S/1994/448) that, in order to be able to estimate the resources required for a human rights verification mission, I had decided to send a survey mission to Guatemala and would subsequently present its conclusions, together with my recommendations. The preliminary mission sent to Guatemala in late April reached the conclusion that there was indeed widespread support in Guatemala for the immediate establishment of such a verification mission and that the ongoing armed confrontation would not seriously hamper its deployment and effective functioning. Based on this conclusion and progress achieved in the negotiations, I recommended to the General Assembly the earliest establishment of a human rights verification mission in Guatemala.

13. HAITI

529. The encouraging progress towards achieving the goal of restoring democracy in Haiti which I reported a year ago has suffered a serious set-back. The return of the legally and democratically elected President is still far from being achieved. The past year has witnessed consistent non-compliance by the Haitian military authorities with the Governors Island Agreement and a grave deterioration of the human rights situation.

530. By its resolution 867 (1993) of 23 September 1993, the Security Council authorized the establishment and immediate dispatch of the United Nations Mission in Haiti (UNMIH) for a period of six months. In accordance with the Agreement, the Mission, with a military component of 700 and 567 civilian police members, was to provide United Nations assistance for modernizing the armed forces

of Haiti and establishing a new police force. Fifty-three military engineers and 51 civilian police were deployed immediately after the adoption of the resolution.

531. On 11 October 1993, incidents in Port-au-Prince prevented the deployment of an additional contingent of the military component of UNMIH arriving on board the vessel *Harlan County*. Because these incidents constituted serious non-compliance with the Governors Island Agreement, the Security Council, on my recommendation, reimposed on 13 October the sanctions that had been suspended on 27 August. Following the departure of the *Harlan County*, all UNMIH personnel and the bulk of International Civilian Mission to Haiti (MICIVIH) personnel that had been deployed earlier left Haiti. The date of 30 October 1993 passed without the return of President Aristide being realized.

532. Despite forceful appeals by the members of the Security Council and the Friends of the Secretary-General on the question of Haiti, the Haitian military authorities never departed from their intransigent attitude. They refused to attend the meeting convened by my Special Representative on 5 November 1993 at Port-au-Prince. They refused to heed the warning issued by the Friends at their Paris meeting on 13 and 14 December 1993, and refused to receive a high-level military delegation on 22 December 1993.

533. In the meantime, the Prime Minister of Haiti had tried to organize a conference of national reconciliation. He failed in his initiative, which did not enjoy the support of President Aristide. Following the resignation of the Prime Minister on 15 December 1993, Haitian Parliamentarians representing various political tendencies presented a plan to break the impasse. As this plan, based on the proposals made at the conference held at Miami in mid-January at President Aristide's initiative, appeared to be a significant development, I transmitted it to the Security Council and the General Assembly. Rejected by President Aristide, the plan was adopted by the Chamber of Deputies but did not win the approval of the Senate.

534. As I stated in my progress reports on UNMIH of 26 November 1993 (S/26802) and 19 January 1994 (S/1994/54), although the mandate entrusted to UNMIH by the Security Council in resolution 867 (1993) had been extended by successive resolutions, it could not be implemented because of the lack of cooperation from the Haitian military authorities and their failure to live up to the commitments solemnly entered into under the Governors Island Agreement. I thus stated in my report that until there was a clear and substantial change of attitude on the part of the Haitian military leaders, UNMIH would remain unable to implement its mandate. Regrettably, such a change has not occurred despite numerous efforts made on my behalf by my Special Representative as well as by the Friends of the Secretary-General on the question of Haiti to break the existing impasse.

535. On 6 May 1994, the Security Council adopted resolution 917 (1994), imposing expanded sanctions against the Haitian military authorities, which would not be lifted, among other conditions, until the creation by those authorities of the proper environment for the deployment of UNMIH.

536. Once again, the military authorities did not avail themselves of the grace period which had been given them to begin compliance with their obligations. Instead, they supported the unconstitutional installation of a "provisional President". The members of the Security Council strongly condemned this attempt to replace the legitimate President.

537. Tensions in Haiti drastically increased with the illegal installation of Mr. Émile Jonassaint as "provisional President". In my report of 28 June 1994 (S/1994/765), I noted that the further deterioration of the situation in Haiti had substantially changed the circumstances under which the original UNMIH was planned. In the light of the recommendations of the Ad Hoc Meeting of Ministers for Foreign Affairs of the Organization of American States, as well as the conclusions of the Friends of the Secretary-General on the question of Haiti and provisions of Security Council resolution 933 (1994) of 30 June 1994, I submitted on 15 July 1994 the report (S/1994/828) on the reconfiguration and strengthening of UNMIH with options for the establishment of an expanded force capable of bringing the crisis in Haiti to an end.

538. On 31 July 1994, the Security Council adopted resolution 940 (1994), by which it authorized Member States to form a multinational force and to use all necessary means to facilitate the departure from Haiti of the military leadership, consistent with the Governors Island Agreement. The mandate of UNMIH has been extended for a period of six months, its troop level increased to 6,000 and the objective of completing UNMIH's mission not later than February 1996 established. The Council also approved the establishment of an advance team of UNMIH to assess requirements and to prepare for the deployment of UNMIH upon completion of the mission of the multinational force.

539. In spite of the presence of a small group of observers, the human rights situation in Haiti has dramatically worsened, especially in Port-au-Prince where the predominant violations are at present suspicious deaths, killings and abductions. After the installation of the "provisional President", it became more difficult for the human rights observers of the International Civilian Mission to Haiti to

carry out their responsibilities because of the increased intimidation and harassment of the international staff of the Mission. On 11 July 1994, the de facto authorities delivered to the Executive Director of MICIVIH at Port-au-Prince a decree of the "provisional President" declaring the international staff of MICIVIH "undesirable" and giving them 48 hours to leave Haitian territory. Taking into consideration the security of the staff, I decided, in consultation with the Acting Secretary-General of the Organization of American States, to evacuate the international personnel of MICIVIH from Haiti.

540. As a personal initiative aimed at the peaceful implementation of Security Council resolution 940 (1994), I dispatched a special envoy on 25 August with the task of seeking the agreement of Haiti's military leaders to a visit by a high-level mission to discuss and agree on arrangements to that effect. However, my envoy was informed through intermediaries that the military leaders were not ready to meet him. Instead, it was proposed that he meet with Haitian Parliamentarians to discuss a plan unrelated to his terms of reference and at variance with resolution 940 (1994). On my instructions my envoy declined such a meeting. As a result of the negative response of the military leaders in Haiti, this initiative regrettably has come to a dead end.

14. India and Pakistan

541. Relations between India and Pakistan are still marred by their dispute over Jammu and Kashmir, one of the oldest unresolved conflicts still on the United Nations agenda. The United Nations Military Observer Group in India and Pakistan (UNMOGIP) has continued in its efforts to monitor the cease-fire line in Jammu and Kashmir, as it has since 1949. India and Pakistan have affirmed their commitment to respect the cease-fire line and to peaceful resolution of the issue in accordance with the Simla Agreement of 1972. None the less, the level of tension in Jammu and Kashmir has increased considerably in recent years.

542. I continue to follow closely the situation between India and Pakistan. In my contacts with representatives of India and Pakistan, I have urged both Governments to resume their bilateral dialogue to find a peaceful solution to this problem. Last January, I welcomed the agreement between India and Pakistan to hold a comprehensive discussion on bilateral issues, including Jammu and Kashmir, at the Foreign Secretary level at Islamabad. I have been encouraged by the efforts of the parties to keep me apprised of their respective positions. To bridge the wide gap between their views, the Indo-Pakistani dialogue should continue in a spirit of genuine reconciliation and peace. For my part, I stand ready to exert every possible effort to facilitate the search for a lasting solution to the Kashmir issue, should the two sides so wish.

15. Iraq and Kuwait

543. During the past year significant progress has taken place with respect to the activities of the Special Commission and the International Atomic Energy Agency. On 26 November 1993, the Government of Iraq finally acknowledged its obligations under Security Council resolution 715 (1991). With this step forward by the Iraqi Government, the Commission initiated efforts to develop and deploy a system for ongoing monitoring and verification as required in Security Council resolution 715 (1991). The Commission expects this system to be provisionally operational in September 1994.

544. Much progress has been made in establishing a comprehensive system to ensure that Iraq does not reconstitute its prohibited nuclear programmes. IAEA has phased in further elements of its ongoing monitoring and verification plan.

545. In addition, the Commission has completed the destruction of Iraq's massive chemical weapons stocks and closed down the facility established for this purpose. The site was turned over to the Iraqis in June 1994, marking a milestone in the elimination of Iraqi weapons of mass destruction. It was equally important that the last shipment of irradiated fuel from the Tuwaitha nuclear reactor was removed from Iraq in February 1994, in the culmination of a joint effort by IAEA and the Special Commission. All the nuclear fuel has thus now been taken out of Iraq.

546. With regard to border issues, following my offer of assistance to Iraq and Kuwait in resolving the issue of Iraqi nationals found to be in Kuwait following the boundary demarcation, the Government of Kuwait decided to compensate the Iraqi nationals for their private property and assets. Following my decision on the amount of compensation, Kuwait deposited funds into a United Nations trust fund, which remain at the disposal of the Iraqi nationals, who have thus far refused to accept their compensation. By the end of February 1994, however, all Iraqi nationals were peacefully relocated in Iraq.

547. My Coordinator for the return of property from Iraq to Kuwait has continued to facilitate the hand-over of property to Kuwait. As called for by the Security Council in resolution 687 (1991), Kuwait has also submitted a list of property which it claims has not been returned or which has not been returned intact.

548. The Commission established to administer the United Nations Compensation Fund provided for in paragraph 18 of Security Council resolution 687 (1991) has held four sessions since August 1993. In April 1994, the Panel of Commissioners responsible for the review of claims in category "B" for serious personal injury or death reported its recommendations for the first instalment of claims.

549. In May 1994, the Governing Council of the United Nations Compensation Commission approved the report and authorized payment of approximately $2.7 million to the first successful claimants. The Panels of Commissioners examining the claims in category "A" (departure claims) and category "C" (individual claims for damage and injury up to a maximum of $100,000) are expected to report to the Governing Council their recommendations for the first instalments of such claims in September 1994.

550. I have been concerned about the financial emergency facing the Compensation Commission which, if unresolved, would leave the Commission unable to continue to render quick and effective justice to the victims of Iraq's invasion. In keeping with Security Council resolutions, Iraq was to deposit funds derived from its oil assets to a United Nations escrow account. With these funds, Iraq was to contribute to the Compensation Fund, as well as pay for costs related to the elimination of weapons of mass destruction, the provision of humanitarian relief in Iraq, and other United Nations operations.

551. In resolution 778 (1992), the Security Council requested me to ascertain the whereabouts and amounts of Iraqi petroleum assets which could be deposited to the account, as well as the existence of any such products that could be sold. As at 1 August 1994, US$ 265.6 million representing Iraqi petroleum assets and voluntary contributions had been deposited in the escrow account.

552. According to reports from oil industry sources, however, immediately preceding the imposition of sanctions Iraqi oil exports amounted to hundreds of millions of dollars. On 11 May 1994, the Security Council agreed to my offer to seek information directly from the oil companies that might make it possible to identify those funds and arrange for their transfer to the escrow account.

553. I came to the conclusion that the most effective way to obtain the information required was to address Governments with jurisdiction over the relevant petroleum companies and their subsidiaries. Therefore, in letters dated 11 July 1994 I requested the Foreign Ministers of countries which were the principal importers of Iraqi crude petroleum in 1990 to seek information from petroleum companies and subsidiaries under their jurisdiction on the whereabouts and amounts of any Iraqi petroleum and petroleum products imported on or after 1 June 1990. I also asked that this information be communicated to me by 30 August 1994.

554. During the period under review, the United Nations Iraq-Kuwait Observation Mission (UNIKOM) continued to operate within the demilitarized zone established on both sides of the border between Iraq and Kuwait. The first phase of the strengthening of the Mission, as approved under Security Council resolution 806 (1993), was implemented with the addition of a mechanized infantry battalion of 775 all ranks, provided by the Government of Bangladesh. The battalion achieved operational status on 5 February 1994. Effective 1 January 1994, the appointment of the Chief Military Observer of UNIKOM was changed to that of Force Commander, to reflect the enhanced capability of the Mission.

555. The Mission's area of operations remained calm for the most part. Following the demarcation of the boundary between Iraq and Kuwait, the issue of Iraqi nationals and their assets found to be on Kuwaiti territory temporarily heightened tensions and spurred a number of incidents towards the end of 1993. The subsequent relocation of the Iraqi citizens to Iraq, completed in February 1994, significantly reduced tensions.

556. In transmitting to the Security Council the Final Report of the Iraq-Kuwait Boundary Demarcation Commission in May 1993 (S/25811, annex), I informed the Council of my decision to maintain the physical representation of the border until technical arrangements for this purpose were made by the Governments of Iraq and Kuwait. In April 1994, a team of surveyors travelled to the demarcated border area and, with the assistance of the Mission, undertook maintenance of the border pillars in accordance with the recommendations laid down in the Commission's Final Report.

557. During the period covered by the present report, the overall economic situation in Iraq continued to deteriorate further, owing to mounting difficulties encountered in the financing of essential imports and the limited availability of commodities and spare parts in the local market. Food prices increased by an average of 70 per cent during the period February-May 1994.

558. In the northern governorates, in addition to the very limited supply of food rations and other relief commodities reaching the population in this area, additional hardship was experienced because of the interruption of electricity provision from Mosul city to the majority of the Dohuk governorate (since 10 August 1993), and to the Aqrah and Shirwan areas (since 3 August 1994). To alleviate this situation, the Government of Turkey provided electric power supply to the governorate during the period from

3 April to 20 June 1994. The shortage of electricity in those areas resulted in a lack of potable water and increased incidence of water-borne diseases. This is adversely affecting the health, water and sanitation situation, as well as the resettlement programme of United Nations agencies and non-governmental organizations involved.

559. In the southern governorates, the water and sanitation situation remains critical as the majority of water treatment projects require major overhauls to resume normal operation. The lack of operational sewage pumping stations and treatment plants constitutes the main cause of environmental pollution of the Tigris and Euphrates rivers. As a result of this pollution, children and women are continuously exposed to water-related health hazards and water-borne diseases such as cholera, typhoid and diarrhoea, the incidence of which has been in the ascendancy in the summer months.

560. The Inter-Agency Humanitarian Programme in Iraq is currently facing a financial crisis. Donors' response to the appeal issued on 1 April 1994 has been inadequate, with only 20.5 per cent of overall Programme requirements (US$ 288.5 million) covered, mainly by allocations of "matching" funds, new voluntary contributions and carry-over funding from the previous phase. The Under-Secretary-General for Humanitarian Affairs called this situation to the attention of the donor community in a letter dated 5 May 1994. The matter was also raised during a donors' consultation meeting at Geneva on 17 June 1994, and in New York during a follow-up donors' meeting on 28 June 1994. It was emphasized that, without immediate response, relief and humanitarian activities will be severely affected and reduced in all sectors covered by this Programme. One of the most adverse consequences resulting from this situation has been the decision to reduce, effective August 1994, the strength of the United Nations Guards Contingent in Iraq to 150 guards only. This decision was duly implemented and, by 14 August 1994, 84 guards had been repatriated to their respective countries of origin.

561. In relation to priority areas requesting emergency assistance for the coming months, particular attention must be given to the health sector as the scarcity of essential drugs and medical supplies has been widely reported from all parts of the country. The lack of medical supplies is aggravated by the inadequate supply of potable water and poor sanitation facilities owing to the unavailability of equipment and spare parts to rehabilitate significantly water, sewage and related electricity supply systems. The other high-priority concerns of the Programme are related to food and the reduction of malnutrition, support to the agricultural sector to promote local food production, assistance to returnees/refugees and resettlement of displaced families.

562. During the months of May and June 1994, internal fighting continued between members of the two main political parties, in particular in the Suleimaniyah and Erbil governorates, where it was reported that some 30,000 persons had fled their villages and camps/shelters for security reasons. As a result, some project sites became temporarily inaccessible to international and local relief personnel of the United Nations and non-governmental organizations.

563. The Department of Humanitarian Affairs provides operational support and coordination services to United Nations agencies and programmes, as well as to non-governmental organizations involved in the implementation of relief and rehabilitation activities, through the Iraq Relief Coordination Unit (IRCU) located in Baghdad and the Special Emergency Programme for Iraq (SEP-IRQ), Department of Humanitarian Affairs, Geneva, which also chairs the bimonthly Inter-Agency Working Group meetings on Iraq. The Department of Humanitarian Affairs also provides policy guidance at Headquarters level in New York. IRCU has strengthened its role by providing field coordination in the north, through a field delegates' structure covering the Erbil, Dohuk and Suleimaniyah governorates. At present, 7 international and 19 local Department of Humanitarian Affairs staff are working in Iraq in such positions. Also, the Department continued to operate a Convoy Coordination Unit in south-eastern Turkey with one international and three local staff members to oversee the humanitarian convoy movements.

16. LIBERIA

564. In Liberia, the main peace-keeping responsibility falls not on the United Nations, but on the Economic Community of West African States (ECOWAS), whose 12,000-strong Monitoring Group (ECOMOG) is entrusted with supervising the implementation of the provisions of the Cotonou Agreement (S/26272, annex). The United Nations Observer Mission in Liberia (UNOMIL) was established on 22 September 1993 to assist in the implementation of this agreement and to monitor and verify the process. I closely follow the process through my Special Representative for Liberia, Mr. Trevor Gordon-Somers.

565. The Cotonou Agreement, which was concluded by the three Liberian parties, the Interim Government of National Unity of Liberia (IGNU), the National Patriotic Front of Liberia (NPFL) and the United Liberation Movement of Liberia for Democracy (ULIMO), on 25 July 1993, pro-

vides for the disarmament and demobilization of combatants. It also provides for the establishment of a transitional government to administer the country until national elections, initially scheduled to be held in February or March 1994. Elections were later scheduled for 7 September, but it has become clear that even this date could not be maintained.

566. The transitional Government was partially installed on 7 March, and the disarmament process began on the same date. On 11 May, the parties agreed on the nominee for the last outstanding cabinet post. With the first full meeting of the Council of State on 13 May, the transitional institutions foreseen under the Cotonou Agreement were finally established in full.

567. While there has been some progress on the political front, the military tension on the ground both within and between the parties — despite the constant efforts of UNOMIL and ECOMOG — has been cause for growing concern. As a result of the protracted negotiations leading to the full seating of the transitional Government, and the tensions between the parties on the ground, as of August 1994 the disarmament and demobilization process had virtually stopped.

568. Thus, despite the constant efforts of ECOMOG and UNOMIL, only 3,500 soldiers, out of a total of some 60,000 declared by the parties, have so far been disarmed.

569. On 23 May, the Security Council, in a Presidential statement (S/PRST/1994/25), called upon the parties to resolve their differences within the forum of the transitional Government and the Cotonou Agreement, to end any hostilities and to accelerate the pace of disarmament. The Council reminded the parties of the importance it attached to the holding of elections on 7 September 1994 and reaffirmed its intention to review the situation in Liberia before 30 June 1994.

570. Fighting broke out within ULIMO in the western region on 26 May 1994, resulting in the displacement of some 16,000 people who sought refuge at the UNOMIL and ECOMOG bases and the hospital. Fighting in the eastern region produced a large number of displaced people who have fled to Buchanan and Monrovia.

571. Reports on food distribution indicate that of a possible 1,500,000 people in need, approximately 1,100,000 are receiving humanitarian assistance at this time. An estimated 400,000 people are inaccessible. The monthly requirement of food for distribution is 12,000 metric tons. For 1994, 70 per cent of the estimated food needs have been mobilized by the United Nations and the international relief community.

572. A positive impact on returnees, especially in Nimba County, is the reopening of 106 schools with a registration of 16,000 students. This is due to the return of many teachers and to school feeding programmes supported by the World Food Programme and non-governmental organizations.

573. On 30 June 1994, I reported to the Security Council that as a result of the emergence of two new armed factions in Liberia which had not been parties to the Cotonou Agreement, and in-fighting within the other main factions, disarmament and demobilization had been halted and the peace process was not moving forward. On 13 July, the Security Council, in a Presidential statement (S/PRST/1994/33), called on the Liberian National Transitional Government, in cooperation with ECOWAS and OAU with the support of UNOMIL, to convene a meeting of the Liberian factions concerned not later than 31 July in order to agree on a realistic plan for resumption of disarmament and to set a target date for its completion. The Council also requested me to report by 2 September on whether the above disarmament meeting had resulted in a realistic plan for disarmament and whether the implementation of such a plan had begun.

574. As of the middle of August, the transitional Government had not yet been able to organize the disarmament meeting for which the Security Council had set a deadline of 31 July. Meanwhile, the seventeenth session of the Authority of the Heads of State and Government of ECOWAS, held at Abuja on 5 and 6 August 1994, reaffirmed the Cotonou Agreement as the only framework for peace in Liberia, and the Liberian National Transitional Government as the legal government, and expressed concern at the deterioration of the situation and the resulting slow pace of the peace process. Some troop-contributing countries made it clear at the summit meeting that they might have to withdraw their contingents if the present situation were to continue.

575. Faced with the deteriorating situation, recognizing the impossibility of the elections being held on 7 September and concerned about the uncertainty of the prospects for UNOMIL and ECOMOG operations, I dispatched to Liberia on 19 August a fact-finding mission under the directorship of Mr. Lakhdar Brahimi which, in consultation with my Special Representative for Liberia, would review the situation in the country and the status of the peace process. While the mission was in Liberia, the factions began informal consultations, facilitated by UNOMIL, ECOWAS and OAU. It is hoped that such consultations will result in a realistic plan for disarmament and a timetable for elections. At the same time, the Liberian National Conference, organized at the initiative of private citizens, convened to review the same issues. On the basis of the

outcome of these initiatives and their own assessment of the situation, the fact-finding mission will advise me on the course of action to be recommended to the Security Council.

17. THE MIDDLE EAST

576. Despite the differences of positions, the parties to the Middle East peace negotiations have accomplished a great deal in the course of the 12 months since my last report. The bilateral negotiating process initiated at Madrid culminated in an exchange of letters of mutual recognition by Israel and the Palestine Liberation Organization (PLO) and the signing by them on 13 September 1993 of the Declaration of Principles on Interim Self-Government Arrangements (A/48/486-S/26560, annex). In my report of 19 November 1993 (A/48/607-S/26769), I expressed the hope that the agreement would lead to a comprehensive peace in the region, acceptable to all the parties concerned. I stated that the United Nations stands ready to lend its full support to the peace process.

577. This important development was followed by the signing of the Common Agenda and the Washington Declaration (A/49/300-S/1994/939, annex) by Israel and Jordan in September 1993 and July 1994, respectively. I also welcomed the signing by Israel and the Palestine Liberation Organization of the Agreement on the Gaza Strip and the Jericho Area in May 1994 (see A/49/180-S/1994/727, annex).

578. In the course of the year, a measure of progress has also been achieved in the multilateral negotiations on Middle East regional issues, which have entered a new phase. In their meetings at Tunis, Beijing, Moscow, Copenhagen, Cairo, The Hague, Muscat, Doha and Rabat, the five working groups in the negotiations began to focus on a number of specific projects dealing with arms control and regional security, water resources, environment, economic development and refugees. The United Nations has continued to play an active role as a full extraregional participant in the deliberations of the multilateral working groups.

579. In February 1994, the peace process suffered a setback caused by a particularly serious act of violence perpetrated by an armed Israeli settler against Palestinian worshippers in the al-Ibrahimi Mosque in the West Bank town of Hebron. Dozens of Palestinians were killed and scores wounded. I condemned this act of violence in the strongest terms. The Security Council considered the situation and, with its adoption of resolution 904 (1994), called for the implementation of measures to guarantee the safety and protection of the Palestinian civilians throughout the occupied territory, including the establishment of a temporary international or foreign presence. The Security Council also reaffirmed its support for the peace process and called for the immediate implementation of the Declaration of Principles.

580. In early April 1994, the peace talks were frustrated once again when Palestinian attacks were launched against passenger buses in the Israeli towns of Afula and Hadera, resulting in casualties among Israeli civilians. I condemned these violent incidents and urged the parties to continue their negotiations towards the implementation of the Declaration of Principles. In accordance with the provisions of Security Council resolution 904 (1994), a contingent of observers, known as the Temporary International Presence in Hebron, was deployed in Hebron from May to August 1994.

581. In order to sustain support for the Declaration of Principles and the Cairo implementation agreement, it will be essential to promote economic and social development in the occupied territories and to bring about, as quickly as possible, tangible improvements in Palestinian living conditions, particularly in the Gaza Strip, where needs are greatest. In September 1993, I established a high-level task force to identify new projects and activities that could be rapidly implemented by UNRWA, UNDP and UNICEF, the three United Nations agencies with long-established operations in the occupied territories. The report of the task force, which identified immediate additional needs of the Palestinian people assessed at $138 million, was conveyed on my behalf by the Administrator of UNDP to the Conference to Support Middle East Peace, convened in Washington, D.C., on 1 October 1993. The Conference pledged some $2.4 billion in economic assistance to the occupied territories for the five-year transition period. Conference participants acknowledged that, in view of its massive presence on the ground, the United Nations would be an effective channel for such assistance, especially in the short term. (For more detailed information on UNRWA operations, see paragraphs 361-368 above.)

582. On 14 September 1993, the day after the signing of the Declaration of Principles, the Chairman of the Executive Committee of the Palestine Liberation Organization, Mr. Yasser Arafat, in a meeting with me in New York, requested United Nations technical assistance in a variety of sectors, in particular for building the Palestinian administration to be entrusted with the tasks of self-government. In response to his request, I dispatched, in October 1993, a technical mission to Tunis and the occupied territories, for consultations with the PLO leadership. The mission also met with senior officials in Egypt, Israel and Jordan. The parties welcomed my intention to ensure a unified and coherent approach in the provision of economic, social and other assistance in the occupied territories.

583. Following the mission and pursuant to General Assembly resolution 48/213 of 21 December 1993, I decided to appoint Mr. Terje Roed Larsen of Norway as the Special Coordinator in the Occupied Territories. Mr. Larsen will provide overall guidance to and facilitate coordination among the programmes and agencies of the United Nations system so as to assist in the implementation of the Declaration of Principles. Mr. Larsen is also responsible for activities that fall outside the traditional sectoral responsibilities of the agencies, such as coordination of the training of the Palestinian police force, which was requested by Mr. Arafat in a letter to me dated 10 December 1993.

584. In southern Lebanon, hostilities have continued between Israeli forces and armed elements that have proclaimed their resistance to the Israeli occupation. Until the end of January 1994, hostilities in the area were essentially limited to the combatants themselves. After January 1994, civilian targets on both sides came under attack on several occasions.

585. The United Nations Interim Force in Lebanon (UNIFIL) has done its best to limit the conflict and to protect inhabitants from its effects. In its resolution 938 (1994) of 28 July 1994, the Security Council reaffirmed the mandate of UNIFIL, as contained in its resolution 425 (1978) of 19 March 1978 and subsequent resolutions, to confirm the withdrawal of Israeli forces, restore international peace and security and assist the Government of Lebanon in ensuring the return of its effective authority in the area. Although UNIFIL has not been able to make visible progress towards these objectives, the mission has contributed to stability in the area and afforded a measure of protection to the population of southern Lebanon.

586. The United Nations Disengagement Observer Force (UNDOF) continued to supervise the separation between the Israeli and Syrian forces and the limitation of armaments and forces provided for in the disengagement agreement of 1974. With the cooperation of both sides, UNDOF has discharged its tasks effectively and its area of operation has been quiet.

587. The United Nations Truce Supervision Organization (UNTSO), which is the oldest existing peace-keeping operation, has continued to assist UNDOF and UNIFIL in carrying out their tasks and has maintained its presence in Egypt.

18. REPUBLIC OF MOLDOVA

588. The Conference on Security and Cooperation in Europe (CSCE) has been taking the leading role on issues concerning the Republic of Moldova since the eight-member CSCE mission was established in that country on 27 April 1993.

589. National parliamentary elections were held in the Republic of Moldova, with the exception of the Transnistria region, on 27 February 1994. The election outcome and a national plebiscite held on 6 March 1994 confirmed the independence and territorial integrity of the Republic of Moldova. My representative observed the national electoral process and declared the elections to have been free and fair.

590. In a letter dated 4 May 1994, the Minister for Foreign Affairs of the Republic of Moldova informed me that the leadership of the Republic of Moldova and the Transnistria region had signed a statement on 28 April 1994, in the presence of the Russian Federation and CSCE, in which both sides, after a long period of interruption, agreed to resume political dialogue and to restore economic, social and cultural ties.

591. On 10 August 1994, Moldova and Russia reached agreement on the withdrawal of Russia's 14th army from the Transnistria region. In a joint statement, the two sides proclaimed that the withdrawal would be "synchronized" with a political settlement of the Dniester conflict. The withdrawal is anticipated to take place within three years. This agreement is an encouraging development which, if pursued in a positive spirit, will help to bring about a negotiated settlement.

19. MOZAMBIQUE

592. The Organization has been actively involved, through my Special Representative, Mr. Aldo Ajello, in promoting a negotiated settlement in Mozambique. I visited Maputo in October 1993 in order to give new momentum to the much-delayed peace process. I stressed to the parties that the United Nations could only facilitate the peace process and that it could not establish peace without their cooperation. I also stressed that the international community would not invest additional human and material resources and risk lives in peace-keeping operations where political will did not make a substantive contribution to the peace process.

593. A number of significant developments have since taken place. The country is at peace. Despite many difficulties, more than 70,000 Government and Resistência Nacional Moçambicana (RENAMO) troops were cantoned and/or prepared for demobilization by the United Nations. The assembly areas were finally closed and demobilization was complete on 31 August 1994. The United Nations Operation in Mozambique (ONUMOZ) has assisted in collecting more than 100,000 weapons from troops of both parties and some 50,000 weapons from militias.

594. In the meantime, the formation of the new Mozambican army proceeded with bilateral assistance from France,

Italy, Portugal, the United Kingdom of Great Britain and Northern Ireland and Zimbabwe. The new army is an essential element of stability in the country. The training programme for the new Mozambican Defence Force (FADM), inaugurated in March 1994, has so far provided training for over 7,500 soldiers. The leaders of FADM were sworn into office on 6 April 1994 as joint High Commanders of the new army. According to the provisions of the general peace agreement, the new army is to be composed of 30,000 soldiers, provided equally by the Government and RENAMO. However, the present training programmes cover only some 15,000 soldiers and there is a pressing need to continue training for FADM and upgrading the national police even after the elections.

595. The Mozambican National Assembly approved the Electoral Law on 9 December 1993, and the National Elections Commission was appointed on 21 January 1994. On 1 March 1994, RENAMO officials began to work as advisers to the provincial governors appointed by the Government, putting in place one of the key steps in implementing administrative and territorial integration.

596. With the shift of focus to the verification of political activities, the Security Council, in its resolution 898 (1994), requested me to reduce the military contingent of ONUMOZ, and, accordingly, more than 2,000 troops were repatriated. United Nations forces and observers continue to carry out important operational activities in the vital transport corridors; they provide escorts, collect weapons and assist in de-mining, humanitarian and other activities. At the same time, the Council authorized the establishment of a United Nations police contingent of more than 1,000 civilian police officers.

597. In April 1994, the President of Mozambique announced that elections would take place on 27 and 28 October. I appointed three international judges to the Electoral Tribunal to facilitate the process. Also, trust funds were established to help transform RENAMO into a political party and to assist all registered political parties.

598. Registration of voters began as scheduled on 1 June 1994 and will continue until 2 September 1994. It is expected that more than 6 million voters will participate in the elections. More than 6 million voters had been registered by the end of August. The United Nations continues to play a major coordinating role in technical assistance, and some 1,200 of its electoral monitors will verify the polling at all provincial and district levels. The election campaign will start officially on 22 September 1994. The United Nations role during the next two months will involve technical assistance for the elections and the creation of an environment conducive to a stable and peaceful transformation to a newly elected Government.

599. The progress made in the resettlement of internally displaced persons and Mozambican refugees returning from neighbouring countries has been encouraging. In spite of many constraints, some 75 per cent of the 4 million internally displaced persons and one half of the 1.6 million refugees have returned to their areas of origin.

600. The coordination of the substantial resources made available by donors through the United Nations Office for Humanitarian Assistance Coordination has been an important contribution towards the effectiveness of the overall support of the international community for the transition of Mozambique from prolonged civil war to peace and reconstruction. Despite all the challenging tasks that lie ahead, I believe that the major political conditions for the timely completion of this mission are in place.

601. The Security Council, pursuant to the statement made by its President on 19 July 1994 (S/PRST/1994/35), sent a nine-member mission to Mozambique from 7 to 13 August which discussed with the parties how best to ensure full and timely implementation of the general peace agreement. It was the view of the mission that despite the delays and difficulties experienced so far, the elections would be held on the dates agreed and under the conditions set out in the agreement. By the time of the elections in late October 1994, the beneficial effect of the United Nations civilian police presence and the deployment of ONUMOZ should have been felt throughout the country.

20. MYANMAR

602. Earlier this year, I communicated to the Government of Myanmar my desire to establish a dialogue with it to address the various issues of concern expressed by the international community. I have recently been informed that the Government has agreed to this proposal and has designated the Minister for Foreign Affairs to initiate the dialogue on a mutually agreeable date. I am actively pursuing this matter and intend to report further to the General Assembly at its forty-ninth session on my progress.

21. TAJIKISTAN

603. In view of the unstable and explosive situation in Tajikistan, especially on its borders with Afghanistan, my Special Envoy, Mr. Ramiro Píriz-Ballón, continued his efforts to mediate a political dialogue between the Tajik parties and to reach agreement on the cessation of hostilities.

604. In January and February 1994, my Special Envoy undertook two trips to Tajikistan, the Islamic Republic of Iran, Pakistan, the Russian Federation and Uzbekistan. He also had consultations at Rome with officials of the Italian Foreign Ministry on the coordination of United Nations and

CSCE activities in Tajikistan. As a result of those efforts and the assistance of neighbouring and other countries, it was possible to reach agreement with the Tajik parties on the beginning of the inter-Tajik talks on national reconciliation. On 4 April 1994, I submitted a report to the Security Council (S/1994/379) summarizing the activities of the Special Envoy and expressing my satisfaction with these developments. In this connection, in a letter dated 22 April 1994 (S/1994/494), the President of the Security Council welcomed my decision to extend the mandate of my Special Envoy until 30 June 1994.

605. This first round of talks on national reconciliation, under United Nations auspices, took place in Moscow from 5 to 19 April 1994, with the participation of observers from Afghanistan, the Islamic Republic of Iran, Kazakhstan, Kyrgyzstan, Pakistan, the Russian Federation and Uzbekistan. At the request of the parties concerned, my Special Envoy chaired the talks and made his good offices available during the negotiations. The first round of talks was encouraging.

606. On 5 May 1994, I submitted a report to the Security Council on the results of the first round of inter-Tajik talks (S/1994/542). In a letter dated 19 May 1994 (S/1994/597), the President of the Security Council, on behalf of the members of the Council, expressed full support for my efforts and those of my Special Envoy to reach a peaceful solution of the conflict and appealed to the Tajik parties to refrain from any action that could obstruct the process of negotiations.

607. During the second round of inter-Tajik talks, held at Tehran from 18 to 28 June 1994, some progress was made, despite the fact that no conclusive results were produced and agreement on a cease-fire proved elusive. In my report to the Security Council dated 28 July 1994 (S/1994/893), I noted with regret that subsequent political developments and, in particular, the results of the nineteenth session of the Supreme Soviet of Tajikistan, held at Dushanbe on 20 and 21 July, revealed the Government's lack of political will either to implement, or seriously to contemplate implementation of, the necessary confidence-building measures. Meanwhile, the opposition continued its armed struggle, including acts of terrorism and sabotage inside the country.

608. These developments have led me to decide to suspend preparations for the third round of negotiations until the parties take new and substantive steps that will give unequivocal proof of their commitment to pursue the negotiations on the agenda agreed to in Moscow and in line with the course of action outlined at Tehran. Meanwhile, the small group of United Nations officials in Tajikistan will continue to implement its mandate and take concerted action with CSCE, UNHCR and other international organizations and agencies in Tajikistan.

609. My Special Envoy has been maintaining contacts with the parties and with the Governments whose active cooperation has been instrumental in securing the progress achieved thus far. In a visit to Moscow from 2 to 6 August, he held a series of meetings with high-level Russian officials in talks aimed at exploring the Russian position.

610. Since that time, the situation on the ground has deteriorated and has given me cause for serious concern. There has been a resurgence of hostilities in the Tajik-Afghan border areas, in which hostages were taken and a number of soldiers, both Tajik and Russian, were killed. As a result of these developments, I consulted with my Special Envoy on the escalating situation in Tajikistan. Subsequently, on 23 August 1994, a meeting was convened between senior United Nations officials, together with my Special Envoy, and representatives of Afghanistan, the Islamic Republic of Iran, Pakistan, the Russian Federation and Uzbekistan. They reviewed the situation and considered what new steps and initiatives could be taken by the United Nations. Following their deliberations, I sent my Special Envoy to Dushanbe to use his good offices with the Government of Tajikistan and to discuss the confidence-building measures necessary to restart the inter-Tajik negotiations.

22. WESTERN SAHARA

611. The referendum on self-determination of the people of Western Sahara, to be conducted by the United Nations in cooperation with the Organization of African Unity, should have taken place in January 1992. However, owing to fundamental differences in the interpretation of the main provisions of the plan for the settlement of the conflict in Western Sahara, with particular respect to the criteria for the eligibility to vote, the United Nations Mission for the Referendum in Western Sahara (MINURSO), established by the Security Council in its resolution 690 (1991) of 29 April 1991, has been unable to proceed in conformity with the original timetable. Nevertheless, Morocco and the Frente Popular para la Liberación de Saguia el-Hamra y de Río de Oro (Frente POLISARIO), the two parties to the plan, agreed to a cease-fire. Since it came into force on 6 September 1991, the cease-fire has been monitored by MINURSO. This aspect of conventional peace-keeping has been very successful. Indeed, there has not been a single battle-related casualty since the cease-fire came into effect.

612. With my Special Representative and in close consultation with the parties, I have continued to seek ways of resolving the difficulties in the implementation of the settlement plan. Problems regarding the criteria for eligibility to vote have been settled and significant progress has been made on issues relating to their interpretation and application. In its resolution 907 (1994) of 29 March 1994, the Security Council decided that the Identification Commission of MINURSO should proceed with the identifica-

tion and registration of potential voters by 30 June 1994, on the basis of the compromise which I had proposed to the parties in June 1993 on the interpretation and application of the eligibility criteria. Pursuant to that resolution, I reported to the Council on 12 July 1994 (see S/1994/819) that the Identification Commission had succeeded in completing, with the cooperation of the parties, all the necessary groundwork for launching the identification and registration operation. I also proposed a revised timetable for the organization of the referendum on 14 February 1995. The operation was to have started on 8 June 1994 with the assistance of the tribal chiefs (sheikhs) and in the presence of observers of both parties and OAU. However, it could not begin as scheduled, because of difficulties over the designation of OAU observers.

613. On 29 July 1994, the President of the Security Council issued a statement (S/PRST/1994/39) welcoming the progress made to date on the issues outlined in my report towards the implementation of the plan.

614. The question of OAU observers has since been settled as a result of my extensive consultations with the current Chairman and the Secretary-General of OAU and with other interested parties. The Identification Commission started the identification and registration operation on 28 August 1994. If the parties fully cooperate with MINURSO in this operation and other aspects relevant to the fulfilment of the plan, the referendum could be held in early 1995.

23. YEMEN

615. When the conflict ignited in Yemen in May 1994, I called on the country's leaders to exercise maximum restraint and to find a solution to their political differences through peaceful means and in accordance with the Charter of the United Nations. To this end, I remained in close contact with all concerned and welcomed the efforts of a number of countries and organizations which sought to contribute to a peaceful solution in Yemen.

616. By the end of May, however, hostilities had developed into a full-scale war. I urged the parties to exert every effort to avoid bloodshed, stop the fighting and preserve the unity of Yemen and its democracy.

617. A group of regional States brought the situation in Yemen to the attention of the Security Council, which, in its resolution 924 (1994) of 1 June 1994, called for an immediate cease-fire and cessation of the supply of arms. It requested me to send a fact-finding mission to the area to assess prospects for a dialogue and further efforts by the parties to resolve their differences.

618. I appointed Mr. Lakhdar Brahimi as my Special Envoy. From 8 to 21 June 1994, he visited Yemen and the region and held extensive discussions there. In accordance with resolution 924 (1994) he also attempted to arrange a cease-fire and facilitate agreement on a mechanism to supervise it. On the basis of his findings, I submitted a report to the Security Council on 27 June 1994 (S/1994/764).

619. As the fighting in Yemen continued unabated, and with a grave situation developing around Aden, the Security Council on 29 June 1994 adopted resolution 931 (1994), in which it reiterated its call for an immediate cease-fire and strongly supported my demand for a complete halt to the shelling of Aden. It also requested the Secretary-General and his Special Envoy to continue talks with all concerned, with a view to producing a durable cease-fire and an acceptable mechanism to monitor it.

620. To implement this mandate, I continued my contacts with the Yemeni leaders, and my Special Envoy arranged a number of face-to-face meetings between the two sides in New York. But whatever progress was made in these discussions was overtaken by events on the ground.

621. As I indicated in my second report to the Security Council, of 12 July 1994 (S/1994/817), one party was clearly much stronger than the other and it was evident that a military solution was being sought. Council resolutions 924 (1994) and 931 (1994) were being ignored despite repeated assurances that both sides accepted and were willing to implement them.

622. On 6 July 1994, the fighting in Yemen came to an end with the seizure of Aden and Mukalla by troops loyal to the Government in Sana'a. The following day I received a letter from the Acting Prime Minister of the Republic of Yemen, in which the authorities in Sana'a committed themselves to important decisions, including a general and complete amnesty and determination to continue national dialogue.

623. Given the history of the conflict and the situation in Yemen, it is my belief, which is shared by the members of the Security Council, that the cessation of hostilities will not, by itself, bring a lasting solution to the problems that lie at the root of the crisis. A political dialogue between the parties is essential. My Special Envoy arranged a meeting between representatives of the parties at Geneva on 28 July. I remain ready to continue to use my good offices, including through my Special Envoy, to bring about reconciliation in Yemen, should the parties agree to my playing this role.

624. As a result of the hostilities, the humanitarian situation in Yemen, in particular in its southern parts, became critical. An estimated 375,000 persons suffered from the combined effects of temporary displacement, destruction of

vital infrastructures and limited food and water supply. The presence of land-mines continues to threaten the lives of civilians and hampers efforts to restore vital water and electricity supplies.

625. As soon as the first emergency needs were identified, I instructed the Department of Humanitarian Affairs and other Secretariat offices concerned to take immediate action. United Nations inter-agency missions were fielded to Taez and Lahaj governorates from 12 to 15 June and to Shabwa and Abyan governorates from 25 to 28 June 1994. Another mission led by the Department of Humanitarian Affairs and comprising representatives from UNDP, UNICEF, WFP, WHO and FAO from Geneva, New York and Sana'a visited the country in July 1994. An appeal in the amount of $21.7 million was issued on 16 August 1994. Health, water and sanitation, food aid, children in especially difficult circumstances, agriculture and education, as well as de-mining, are sectors for which international assistance was urgently requested.

24. ZAIRE

626. After my Special Envoy for Zaire, Mr. Lakhdar Brahimi, returned to New York at the beginning of August 1993, I sent an inter-agency mission to Zaire to assess urgent humanitarian requirements, particularly in regions of concentration of internally displaced persons, and to identify ways of addressing those needs effectively. The mission visited the country from 23 August to 9 September 1993, covering the provinces of Shaba, North Kivu and West and East Kasai. Headed by a staff member from the Department of Humanitarian Affairs, the mission included representatives from FAO, UNICEF, UNDP, WFP, WHO, UNHCR and the International Organization for Migration (IOM). As a result of the mission, an $84 million consolidated appeal was launched in November 1993 in order to meet the most urgent needs of 800,000 internally displaced people left without food, shelter or medical care.

627. To this day, the response from Member States to the appeal remains minimal, and none of the actions envisaged have been implemented. However, France and Belgium had indicated support for the funding of some projects in Zaire. During the period under review, United Nations agencies and international non-governmental organizations were active in the field to alleviate the problems indicated in the appeal. In the meantime, my Special Envoy undertook other missions to Zaire in September, October and December 1993. He worked with the leaders of various political parties to facilitate political negotiations, which culminated in the adoption of the Constitutional Act of Transition.

628. On 10 January 1994, I met in Paris with the Special Envoy of the President of Zaire. I conveyed through him a message to the President as part of a new initiative to reinforce Zaire's unity and to prevent a further deterioration of the situation in the country. Four days later, the President dismissed the two existing Governments headed by Faustin Birindwa and Etienne Tshisekedi. One of the significant results of the negotiating process was the amalgamation of the High Council of the Republic and the National Assembly into a High Council of the Republic-Transitional Parliament. On 31 March 1994, the High Council of the Republic-Transitional Parliament adopted the new legislation for a transitional period of 15 months.

629. On 9 April 1994, the President of Zaire signed an act promulgating a new provisional constitution to be applied until multi-party elections are held within 15 months.

630. In June 1994, the negotiating process produced the appointment of a new Prime Minister, Mr. Kengo Wa Dondo, and the approval of his Government and its programme by the High Council of the Republic-Transitional Parliament. The session was boycotted by supporters of the opposition leader, Mr. Etienne Tshisekedi, who continue to claim that the present Government is "illegal" owing to a misinterpretation of article 78 of the Constitutional Act of Transition. They call for the question to be submitted to the Constitutional Court.

631. My Special Envoy undertook a mission of information to Zaire from 31 July to 8 August 1994. During his stay at Kinshasa, he had extensive consultations with various actors on the political scene, including President Mobutu and the Prime Minister. All expressed concern about the presence in North Kivu and South Kivu of 2 million Rwandese refugees and the catastrophic consequences of such a presence, not only on the economy and ecology of the country, but also on the political situation in Zaire, especially given the fact that some 20,000 soldiers of the former Government of Rwanda are among these refugees, some of them still armed.

632. The President has addressed to the Secretary-General a request for emergency humanitarian assistance and has suggested further measures to address the implications for Zaire of the situation in Rwanda for the short, medium and long term.

E. Major comprehensive efforts

633. As the previous section indicates, the variety of United Nations peace operations is immense, covering political, geographical, social and security matters of almost every description. No two missions are alike. This section focuses on three peace operations in greater detail because of their scale, scope and the extended nature of the complex problems they present to the international community.

1. RWANDA

Peacemaking and peace-keeping

634. A United Nations reconnaissance mission visited Rwanda in August 1993 and later held consultations with the Government of the United Republic of Tanzania and the Secretary-General of the Organization of African Unity in September 1993. On the basis of the mission's findings, I submitted a report to the Security Council on 24 September 1993 (S/26488) in which I recommended the establishment of a United Nations Assistance Mission for Rwanda (UNAMIR), with the mandate of contributing to the establishment and maintenance of a climate conducive to the secure installation and subsequent operation of the transitional Government. The principal functions of such a mission were to assist in ensuring the security of the capital, Kigali, and in monitoring the cease-fire agreement and the security situation during the final period of the transitional Government's mandate leading up to elections. In addition, the mission would be charged with protecting humanitarian activities.

635. On 5 October 1993, in its resolution 872 (1993), the Security Council established UNAMIR for a period of six months. The resolution included a proviso that UNAMIR would be extended only upon review by the Council of progress made in the implementation of the Arusha Peace Agreement. The Council approved my proposal that the deployment and withdrawal of UNAMIR should be carried out in stages and noted that the mandate of UNAMIR would end following national elections and the installation of a new Government in Rwanda. The Council also approved the proposal that the United Nations Observer Mission Uganda-Rwanda (UNOMUR) should be integrated within UNAMIR, without affecting the mandate of UNOMUR.

636. In my report of 30 December 1993 (S/26927), I pointed out that most of the projected tasks of phase I of the implementation plan for the deployment of UNAMIR had been accomplished. Despite signs of mutual intransigence the parties had continued to show good will and cooperation in their contacts with each other and with the United Nations. The cease-fire was also being respected. The Security Council, in its resolution 893 (1994) of 6 January 1994, consequently reaffirmed its approval of the deployment of UNAMIR, including the early deployment of the second infantry battalion to the demilitarized zone. The Council strongly urged the parties to cooperate in furthering the peace process, to comply fully with the Arusha Peace Agreement and, in particular, to establish a broad-based transitional Government at the earliest opportunity.

637. In accordance with the Arusha Peace Agreement, the incumbent head of State was sworn in as President of Rwanda on 5 January 1994, but the parties failed to install the transitional Government and the transitional National Assembly. This not only delayed the completion of phase I of the implementation plan but also contributed to a deterioration of the security situation and posed a threat to the peace process. While the cease-fire was generally holding, January and February 1994 saw increasingly violent demonstrations, assassinations of political leaders and murders of civilians. In this situation, efforts continued to promote agreement among the parties on the establishment of the transitional institutions.

638. In my report of 30 March 1994 on the situation in Rwanda (S/1994/360), I indicated that continued international support for UNAMIR would depend upon the full and prompt implementation of the Arusha Peace Agreement. I urged the parties to make a determined effort to reach agreement on the establishment of the broad-based transitional Government and the transitional National Assembly. I recommended that the Security Council extend the mandate of UNAMIR for a period of six months.

639. Repeated delays in the establishment of the transitional Government obstructed disarmament and demobilization programmes and led to heightened tensions. On 5 April 1994 the Security Council, in its resolution 909 (1994), expressed its concern at the deterioration in security in Rwanda, particularly in Kigali, and decided to extend the mandate of UNAMIR until 29 July 1994.

640. On 6 April 1994, following the plane crash at Kigali airport that killed the Presidents of Rwanda and Burundi, widespread killings with apparently both ethnic and political dimensions began in Kigali and other parts of the country. After the provisional Government disintegrated, an interim Government was proclaimed on 8 April 1994 but left the capital on 12 April 1994 as fighting between the armed forces and the Rwandese Patriotic Front (RPF) intensified. Despite direct contacts between the two parties under the auspices of UNAMIR on 15 April, both sides adopted rigid positions undermining negotiations for a cease-fire. With the breakdown of the cease-fire, the killing, among others, of Belgian peace-keepers and the beginning of an RPF offensive against the Rwandese Government forces, Rwanda erupted into chaos.

641. On 20 April 1994 I reported to the Security Council (S/1994/470) that UNAMIR personnel could not be left at risk indefinitely when there was no possibility of their performing the tasks for which they were dispatched. I offered three alternatives to the Security Council. First,

assuming there was no realistic prospect of the two sides agreeing on an effective cease-fire in the immediate future, combat and massacres could only be averted by an immediate and massive reinforcement of UNAMIR and a change in its mandate to allow UNAMIR to coerce opposing forces into a cease-fire. This would require several thousand additional troops and could require that UNAMIR be given enforcement powers under Chapter VII of the Charter of the United Nations. Alternatively, a small group headed by the Force Commander could remain at Kigali to act as an intermediary between the two parties in an attempt to bring them to an agreement on a cease-fire. The total military personnel required under this scenario would number about 270. Finally, UNAMIR could be completely withdrawn. I did not favour this alternative, as withdrawal could inflict the loss of many lives.

642. Because the Security Council had not mandated UNAMIR to use force to restore law and order, and because the major contributing countries decided to withdraw their contingents, the Council, in its resolution 912 (1994) of 21 April 1994, had little choice but to reduce UNAMIR to the minimal level. In that resolution, the Council also adjusted the mandate of UNAMIR so that it would act as an intermediary between the parties in an attempt to secure their agreement to a cease-fire, assist in the resumption of humanitarian relief operations to the extent feasible and monitor developments in Rwanda, including the safety and security of civilians who sought refuge with UNAMIR. Stressing that the Arusha Peace Agreement remained central to the peace process in Rwanda, the Council strongly condemned the attacks against UNAMIR and other United Nations personnel and demanded an immediate cessation of hostilities between forces of the Government of Rwanda and RPF.

643. Under a determined Force Commander, General Romeo Dallaire, the courageous UNAMIR personnel gave as much protection as they could to defenceless civilians threatened by rampaging militias. At first, UNAMIR attempted to establish a cease-fire in the hope that this would stop the killings. As this proved unsuccessful, I recommended in my report of 13 May 1994 (S/1994/565) that the Security Council expand the mandate and strength of UNAMIR. The expanded Mission would have to be credible, well-armed and highly mobile and would need at least 5,500 troops, including 5 infantry battalions. It would have an initial mandate of six months, subject to review by the Council. UNAMIR would provide security for humanitarian organizations and establish sites where displaced people could be protected. UNAMIR would also monitor border-crossing points and the deployment of the parties to the conflict. UNAMIR would be under the overall control of my Special Representative, while the Force Commander would be responsible for its military component.

644. In its resolution 918 (1994) of 17 May 1994, the Security Council increased the strength of UNAMIR to 5,500 troops and expanded its mandate. The Council asked me immediately to redeploy to Rwanda the UNAMIR military observers who had been evacuated to Nairobi, to bring the infantry battalion already in Rwanda up to full strength, to report on the investigation of human rights violations in Rwanda and the humanitarian situation there and to accelerate efforts with OAU to obtain the personnel for rapid deployment. The Council demanded that the parties in Rwanda immediately agree to a cease-fire, strongly urged the parties to cooperate with UNAMIR in ensuring humanitarian deliveries, called upon the parties to treat Kigali airport as a neutral zone and invited them to work for a political settlement within the framework of the Arusha Agreement.

645. Following the adoption of resolution 918 (1994), I sent a special mission to Rwanda to discuss with the parties the details of the new UNAMIR mandate and to seek agreement on a cease-fire. On 31 May 1994, I reported to the Security Council (S/1994/640) that the parties had agreed to begin talks on a cease-fire under the auspices of UNAMIR and that they had provided assurances of cooperation with the expanded operation. I therefore emphatically recommended that the additional troops be deployed on an urgent basis and called again upon Member States to provide the necessary personnel and equipment in order to bring to an end the continuing violence and senseless killings. I pointed out in this regard that there was little doubt that the killings in Rwanda constituted genocide. On 8 June, the Security Council adopted resolution 925 (1994), in which it endorsed my recommendations.

646. In a letter to the Security Council dated 19 June, I reiterated the need for an urgent and coordinated response by the international community to the genocide that had engulfed Rwanda. I indicated that the limited offers received from Member States would not permit the deployment of the expanded UNAMIR for several weeks. I suggested that the Security Council might consider the offer of the Government of France to undertake a multinational operation, under Chapter VII of the Charter, to assure the security and protection of displaced persons and civilians at risk in Rwanda.

647. Alarmed by the continuation of systematic and widespread massacres of civilians in Rwanda, and the difficulties of organizing the UNAMIR mission, on 22 June 1994, the Security Council, in its resolution 929 (1994), agreed that the proposed multinational operation should be established for a period of two months, pending the deployment of the expanded UNAMIR. Acting under Chapter VII of the Charter, the Security Council authorized Member States to use all necessary means to achieve the humanitar-

ian objectives of the operation. This led to the establishment of the French-led force known as Operation Turquoise and to the creation shortly thereafter in south-west Rwanda of a humanitarian protection zone, which reduced the scale of the human disaster and massive loss of life by separating that area from the final stages of the military conflict and preventing the exodus of a population of close to 1 million.

648. As the international community grapples with the humanitarian disaster inside Rwanda and in neighbouring countries, especially Zaire and the United Republic of Tanzania, RPF has established control throughout the country, except in the humanitarian protection zone. This followed the installation of a broad-based Government on 19 July for a declared transitional period of five years. This Government, however, excluded the former governing party, the Mouvement révolutionnaire national pour le développement, which was a party to the Arusha Agreement, and also an openly anti-Tutsi party, the Coalition pour la défense de la République, which was not a party to the Arusha Agreement.

649. On 7 July, the Secretariat presented an oral report to the Security Council pursuant to paragraph 10 of resolution 929 (1994). The Council was informed of the arrival at Kigali, on 4 July, of my new Special Representative, Mr. Shaharyar Khan. On 1 August, I addressed a letter to the President of the Council about the requirements of UNAMIR for additional troops and equipment (S/1994/923). Regrettably, it took considerably longer than had been anticipated to secure the resources required.

650. On 3 August, I submitted to the Security Council the report, required under resolutions 925 (1994) and 929 (1994) (S/1994/924), highlighting major developments that had taken place in Rwanda, in particular the take-over of Kigali by RPF forces on 4 July. This had driven the Rwandese Government forces and millions of Rwandese civilians to a limited area around Gisenyi, which fell to RPF forces on 17 July, thereby creating an almost unprecedented humanitarian crisis involving about 2 million Rwandese refugees who, along with the defeated Rwandese Government forces, crossed into an area in Zaire without basic life-supporting facilities.

651. On 10 August, in a Presidential statement (S/PRST/1994/42), the Security Council called upon the Government of Rwanda to ensure that there were no reprisals against those who wished to return to their homes and resume their occupations, reminded the Government of its responsibility for bringing its people together again in national reconciliation and emphasized that the Arusha Peace Agreement constituted an appropriate frame of reference for promoting such national reconciliation.

652. UNAMIR is actively preparing for its tasks. A significant number of additional troops have arrived over the past few weeks. As a result, the UNAMIR force strength reached over 4,000, all ranks, by 31 August 1994.

Humanitarian response

653. During the early stages of the renewed terror, in mid-April 1994, the Under-Secretary-General for Humanitarian Affairs led an advance humanitarian team into Kigali to assess the local situation and the immediate needs (see also para. 326 above). Part of this team has stayed on at Kigali since then and has assumed responsibility for relief-supplies distribution and for liaison with UNAMIR. Following this assessment mission in April, the United Nations Rwanda Emergency Office was established at Nairobi to ensure a coordinated response to the emergency. Mr. Arturo Hein has been assigned to undertake this task as the United Nations Humanitarian Coordinator for Rwanda.

654. This mission resulted in the establishment of high-level cooperation among relief partners. A United Nations inter-agency "flash" appeal was launched on 25 April 1994 to cover projected emergency needs to 31 May 1994. The organizations involved in the appeal (WHO, UNICEF, UNDP/Department of Humanitarian Affairs, IOM and the United Nations Volunteers (UNV)) requested a total of $8,054,795. UNHCR made a separate request for $56,204,745 to cover the needs of refugees for its Burundi and Rwanda emergency operations from January to 15 July. WFP also issued a request in April for $3,630,126 to meet the needs related to its Regional Emergency Operation for refugees and displaced persons in Burundi, Rwanda, the United Republic of Tanzania and Zaire.

655. Meanwhile, the presence of the United Nations in the region has been strengthened substantially, with a number of its agencies establishing sub-offices at Nairobi, Kenya; Kampala and Kabale, Uganda; Ngara, United Republic of Tanzania; Goma and Bukavu, Zaire; and Bujumbura, Burundi, to mention the main ones. Through these offices and by other means, the United Nations agencies such as UNHCR, UNICEF, UNDP, WFP, WHO and FAO have been active in trying to carry out emergency relief activities.

656. The most recent United Nations Consolidated Inter-Agency Appeal for Persons Affected by the Crisis in Rwanda was launched by the Secretary-General on 22 July 1994. The Appeal called for a total of $434.8 million to cover humanitarian requirements for the period between July and December 1994.

657. Immediately thereafter, from 24 to 28 July, the Under-Secretary-General for Humanitarian Affairs, together with senior representatives of all principal United Nations humanitarian organizations and other international organizations, including non-governmental organizations, left for Rwanda and the surrounding region to assess the situation and to ensure that the necessary field coordination arrangements were in place. These arrangements include a clear division of responsibilities among the organizations of the United Nations system, an overall strategy to meet the extraordinary humanitarian challenge, as well as a decision to move the headquarters of the United Nations Rwanda Emergency Office from Nairobi to Kigali.

658. In addition, during this mission, along with the Special Representative of the Secretary-General for Rwanda, the Under-Secretary-General for Humanitarian Affairs met with Vice-President Kagame and other senior officials of the new Government in Rwanda to discuss how humanitarian aid could be delivered to all parts of the country and the urgent steps required to re-establish a climate conducive to the return of refugees and displaced persons. The new Government has indicated its commitment to encourage people to return to Rwanda, to ensure their protection and to permit full access to all those in need throughout the country.

659. On 2 August 1994, the Under-Secretary-General for Humanitarian Affairs chaired the donor's pledging conference at Geneva, which resulted in contributions amounting to some $137 million against the $434.8 million July appeal. In total, over $400 million worth of assistance has been received.

Human rights

660. The United Nations High Commissioner for Human Rights undertook a mission to Rwanda on 11 and 12 May 1994, prior to the third special session of the Commission on Human Rights, which took place on 24 and 25 May 1994, on the issue of the human rights situation in Rwanda (see also paras. 369-376 above). The Commission decided that a Special Rapporteur should be appointed to investigate the situation, assisted by a team of human rights officers whose deployment is under way. The High Commissioner for Human Rights paid a second visit to Rwanda in the second half of August.

661. On 1 July, the Security Council adopted resolution 935 (1994), in which it requested me to establish, as a matter of urgency, an impartial commission of experts to examine and analyse information submitted pursuant to the decision by the Council with respect to investigations of the violations of international law in Rwanda, with a view to providing me with its conclusions on the evidence of grave violations of international humanitarian law committed in Rwanda, including the evidence of possible acts of genocide.

662. On 26 July, I submitted a report to the Council on the establishment of the Commission of Experts (S/1994/879). I set out the mandate of the Commission, in which I requested it to provide me, not later than 30 November 1994, with its conclusions on the evidence of specific violations of international humanitarian law and acts of genocide, on the basis of which identification of the persons responsible for those violations could be made. The Commission was also empowered to examine the question of the jurisdiction, international or national, before which such persons should be brought to trial. The Commission of three members, which I appointed on 29 July, began its work at Geneva on 15 August and in Rwanda and other countries in the region on 22 August 1994.

2. SOMALIA

663. While the United Nations and the international community achieved great success in eliminating mass starvation in Somalia, the United Nations Operation in Somalia (UNOSOM) has experienced, in the 12 months since my last report, a mixture of successes and set-backs. UNOSOM succeeded in facilitating talks among all Somali political and faction leaders aimed at achieving national political reconciliation. These leaders had hitherto steadfastly refused to engage in any all-Somali dialogue to resolve the political problems that have afflicted their country for so long and with such disastrous consequences. Yet, Somalia is still without a central Government. Rival militias continue to divide Mogadishu, and some factions are beginning to rearm. The fragile security situation in the country has been compounded by acts of armed banditry and intermittent attacks on the personnel and property of UNOSOM, aid agencies and non-governmental organizations.

664. A major task that fell to UNOSOM II after it took over responsibility from the Unified Task Force (UNITAF) in May 1993 was the disarmament of the armed groups that had terrorized the people and made extortion from humanitarian assistance agencies the source of their considerable income. There was strong support within the African region for UNOSOM, particularly for the need to take appropriate measures to ensure the full implementation of the disarmament provisions of the Addis Ababa Agreement. It was widely recognized and accepted that effective disarmament of all the factions and the warlords was a *conditio sine*

qua non for the accomplishment of the other aspects of the mandate of UNOSOM, be they political, civil, humanitarian, rehabilitation or reconstruction.

665. On 22 September 1993, the Security Council, in its resolution 865 (1993), affirmed the importance it attached to the successful fulfilment, on an urgent and accelerated basis, of the objectives of UNOSOM II — the facilitation of humanitarian assistance and the restoration of law and order and of national reconciliation. Expressing hope that the mission could be completed by March 1995, the Council requested me to direct urgent preparation of a detailed strategy with regard to the humanitarian, political and security activities of UNOSOM II. At the same time, the Council approved my recommendations regarding a comprehensive programme for the re-establishment of the Somali police, judicial and penal systems.

666. Following the events of 5 June 1993, in which 24 peace-keepers of the Pakistani contingent were killed at Mogadishu, UNOSOM II pursued a coercive disarmament programme in south Mogadishu in accordance with its mandate. Active patrolling, weapons confiscations and operations against the United Somali Congress/Somali National Alliance (USC/SNA) militia depots were undertaken, together with a public information campaign to ensure that the population understood the activities and objectives of UNOSOM II. Concurrently, UNOSOM II encouraged "cooperative" or voluntary disarmament by the Somali factions. UNOSOM II also continued its efforts, pursuant to Security Council resolution 837 (1993), to apprehend those responsible for instigating and committing armed attacks against United Nations personnel.

667. On 3 October 1993, United States Rangers launched an operation in south Mogadishu aimed at capturing a number of key aides of Somali faction leader General Aidid who were suspected of complicity in the 5 June attack, as well as subsequent attacks on United Nations personnel and facilities. Eighteen soldiers from the United States of America were killed and 75 were wounded. Following these events, the United States reinforced its Quick Reaction Force with a joint task force consisting of air, naval and ground forces. At the same time, the United States announced its intention to withdraw its forces from Somalia by 31 March 1994. Several other troop-contributing countries followed suit, declaring similar intentions. On 9 October 1993, however, USC/SNA declared a unilateral cessation of hostilities against UNOSOM II forces.

668. In October 1993, I travelled to the Horn of Africa to consult with the leaders of the region on the future of the concerted strategy of UNOSOM. I held talks with military and civilian officials of UNOSOM II as well as with Somali elders. I also attended a meeting convened at Cairo by the President of Egypt and the Chairman of the Organization of African Unity, with the participation of the Secretaries-General of the Organization of African Unity, the League of Arab States and the Organization of the Islamic Conference.

669. On 12 November 1993, in a report to the Security Council (S/26738), I pointed to the most dramatic visible success in reducing famine and death in Somalia. Significant improvements had also been made in public health, education, agriculture and other areas. I also reported on the efforts of my Special Representative to rebuild political institutions and the progress made in the re-establishment of a Somali police force, as well as the judicial and penal systems.

670. Despite the progress achieved in many areas, however, there was still no effectively functioning Government in the country, no disciplined national armed force, and no organized civilian police force or judiciary. Moreover, the continued record of general progress of UNOSOM II throughout most of Somalia was seriously marred by the incidents that had taken place between 5 June and 3 October 1993. Those incidents challenged the cause of disarmament and reconciliation in Somalia, created a situation of instability in south Mogadishu and stimulated factional elements elsewhere to prepare for a future of renewed fighting. Indicating that the situation in Somalia would continue to remain complex for the foreseeable future, I appealed to the Security Council to display flexibility as well as firmness in any decision made regarding the mandate of UNOSOM II.

671. I presented three options to the Security Council: *(a)* maintaining the existing mandate; *(b)* keeping supply routes open for humanitarian purposes; and *(c)* ensuring the security of the airport and port in Mogadishu, as well as important ports and airports elsewhere. The efforts to promote national reconciliation and institution-building would continue whichever option was selected.

672. On 16 November 1993, by its resolution 885 (1993), the Security Council established a three-member Commission of Inquiry to investigate armed attacks on UNOSOM II personnel. In accordance with the decision of the Council, pending the completion of the report of the Commission, UNOSOM II suspended arrest actions against those suspected. In January 1994, all detainees of General Aidid's faction were released. On 24 February 1994, the Commission of Inquiry presented its report, which I transmitted to the Security Council (S/1994/653).

673. In adopting resolution 886 (1993) on 18 November 1993, the Security Council, acting under Chapter VII of the Charter of the United Nations, renewed the mandate of

UNOSOM II for a period of six months, expiring on 31 May 1994. It decided to undertake a fundamental review of that mandate by 1 February 1994, in the light of my report on the progress made by the Somali people towards national reconciliation. Affirming that the Addis Ababa Agreements established a sound basis for resolving the problems in Somalia, the Council urged all parties to accelerate their efforts to achieve political reconciliation and immediately to abide by the cease-fire and disarmament agreements, particularly the cantonment of heavy weapons. The Council reminded all the parties that continued United Nations involvement in Somalia depended on their active cooperation and tangible progress towards a political settlement. The Council also encouraged donor countries to make contributions, particularly to rehabilitation projects in those regions where progress on political reconciliation and security had been made.

674. At the Fourth Coordination Meeting on Humanitarian Assistance for Somalia, held at Addis Ababa from 29 November to 1 December 1993, representatives from Somali regions, political movements and the international donor community agreed to accelerate Somali control of the rehabilitation and development process. The Declaration of the meeting reaffirmed the commitment of the international community to provide unconditionally essential emergency assistance to vulnerable groups. It also stated that the Somali people should be fully involved in the rehabilitation and development process and had to bear responsibility for ensuring an environment conducive to that process. Assistance would be provided in those areas where stability and security had been attained.

675. In my report of 6 January 1994 (S/1994/12), I reviewed the results achieved by UNOSOM II in fulfilling its mandate. I identified two primary obstacles on the political level: deep divisions between the two main factional alliances, and the continued rejection by USC/SNA of all political initiatives undertaken by UNOSOM II.

676. I expressed concern about the deterioration in the security situation in many parts of Somalia as a result of continued banditry and localized inter-clan fighting, often involving threats and actual attacks against international agencies and non-governmental agencies. I stated that without the continued stabilizing presence of an adequate United Nations force, there would be an early resumption of civil strife and an unravelling of all that had been achieved. I accordingly recommended the second option, as outlined in my report of 12 November 1993, to the Security Council for consideration. Under that option, UNOSOM II would not use coercive means but would rely on the cooperation of the Somali parties. In the event that inter-clan fighting resumed in different parts of the country, UNOSOM II would retain some capability to defend its personnel, without getting involved in such fighting. In addition, UNOSOM II would protect the important ports, airports and essential infrastructure in Somalia; keep open the main supply routes between Mogadishu and outside areas; and pursue as a matter of utmost priority the reorganization of the Somali police and judicial systems.

677. On 4 February 1994, the Security Council adopted resolution 897 (1994), in which it approved a revised mandate for UNOSOM II to comprise the above-mentioned tasks and authorized the gradual reduction of the UNOSOM II force level down to 22,000.

678. Following the adoption of resolution 897 (1994), my Acting Special Representative, Mr. Lansana Kouyaté, launched an initiative to normalize the relationship between UNOSOM II and the Somali National Alliance (SNA), while maintaining contacts with the Somali Salvation Alliance (SSA) or Group of 12. The normalization of relations between UNOSOM II and SNA allowed my Acting Special Representative to facilitate the negotiations to respond to the deteriorating security situation at Kismayo and to help advance the political process in Somalia.

679. On 24 March, after intensive consultations at Nairobi, the leader of the Group of 12 and the leader of SNA signed the declaration of national reconciliation, in which they decided to convene a national reconciliation conference in May 1994 to elect a President and Vice-Presidents and to appoint a Prime Minister. To prepare for the Conference, they also called for a meeting of the signatories of the Addis Ababa Agreement and the Somali National Movement in April 1994. The faction leaders have accepted, in principle, the district and regional councils that had been established, with the proviso that a number of them would be subject to review.

680. On 27 March, the parties directly involved in the conflict at Kismayo signed an agreement calling for an immediate cease-fire and a Lower Juba Region Reconciliation Conference. The Conference opened on 24 May 1994 at Kismayo.

681. On 24 May 1994, I reported again to the Security Council (S/1994/614). On 31 May, in its resolution 923 (1994), the Council extended the mandate of UNOSOM II for four months, until 30 September 1994, subject to review by the Council no later than 29 July based on a further progress report by me. The Council decided that in the light of that report and review, it might request me to prepare options regarding UNOSOM's mandate and future operations.

682. The Kismayo Conference ended on 19 June 1994 with 19 Somali clan leaders in the lower Juba signing a nine-point agreement including a general cease-fire to take effect in the region on 24 June 1994. The agreement was endorsed by leaders of the two dominant factions of the area — the Somali Patriotic Movement (SPM) and the Somali National Alliance (SNA).

683. I appointed Mr. Victor Gbeho as my new Special Representative for Somalia, effective 1 July 1994. On 18 July 1994 I submitted my progress report to the Security Council (S/1994/839). The security situation in Somalia had deteriorated significantly. In addition to renewed fighting at Mogadishu and Belet Weyne, there had been no progress in the national reconciliation process. On several occasions, attacks on UNOSOM personnel resulted in fatal casualties. In my report, I underlined to the Somali leaders that the international commitment to assist Somalia could not continue indefinitely and that it was essential that they redouble their efforts to reach agreement on the basis of pluralism and mutual tolerance so that the international community could regain confidence that it would be able to complete its mission in Somalia by March 1995.

684. I also informed the Security Council that I had asked my Special Representative to prepare an in-depth assessment of the prospects for national reconciliation in Somalia and that I had decided to undertake a comprehensive review of the current troop strength of UNOSOM II. I observed that the success of UNOSOM II in the area of maintenance of security had been achieved by diplomatic rather than military means. Accordingly, I dispatched a special mission to discuss with my Special Representative and the Force Commander the feasibility of a reduction in the troop level currently assigned to UNOSOM II, taking into account the views of the humanitarian agencies and the non-governmental organizations. The Council welcomed my initiative and requested me to present recommendations to it on the future size of UNOSOM II as soon as possible.

685. While 12 Member States had completed the withdrawal of their national contingents from UNOSOM II, Pakistan increased its contingent by approximately 2,000 troops, all ranks, and India, which lost 7 valiant peacekeepers in an ambush on 22 August 1994 which I strongly condemned, has, along with 20 other Member States, maintained a major contribution to UNOSOM. As of 2 August 1994, the overall UNOSOM troop strength was 18,761.

686. It was not clear to me that the situation prevailing in Somalia permitted the force to make a sufficiently effective contribution to the maintenance of security to justify its present size and cost. I therefore concluded that it might be feasible to commence a reduction in the level of troops assigned to UNOSOM II, taking into account the views of the humanitarian agencies and the non-governmental organizations. The Security Council agreed with my proposal, based on the assessment of my Special Representative and of the special mission, for an initial reduction of the force to 15,000 by October/November 1994.

687. The major challenge for the Somali leaders is to implement fully the commitments undertaken in the declaration of national reconciliation, leading to the implementation of the Addis Ababa Agreements, if in a modified form, including the establishment of transitional administrative mechanisms.

688. In spite of the extremely difficult situation that still prevails in the country, the United Nations, together with non-governmental organizations and indigenous groups, has been able to make considerable progress in alleviating the suffering of Somali populations throughout the country. Numerous hospitals and health centres have been reopened and health staff trained to expand the coverage of health assistance. An estimated 75 per cent of children under five years of age were vaccinated against measles, as compared to the pre-war coverage of less than 40 per cent. Water supply and sanitation programmes have been implemented in both urban and rural areas. In the field of education, a large number of primary schools have been rehabilitated, and additional assistance has been provided in the form of school meals, education kits, textbooks and teacher incentives.

689. A slow but steady recovery has been made following a period of widespread famine and dramatic reduction in food production. It has, therefore, been possible to reduce gradually the level of imported food aid and to shift from free food distribution to targeted feeding schemes and food-for-work projects. A good measure of success has been achieved in reactivating local food production through the provision of seeds and tools. In the livestock sector, the supply of veterinary drugs and the vaccination of animals has helped to resuscitate exports.

690. The resettlement of Somali refugees returning from neighbouring countries and of internally displaced persons remains one of the principal challenges. Security constraints and a shortage of resources for resettlement programmes have slowed down the pace at which these schemes are proceeding. While some progress has been made, there are still hundreds of thousands of refugees and internally displaced persons who need to be assisted on an urgent basis.

691. In view of the volatile political and security situation in the country, a contingency planning mechanism has been established under the aegis of the Humanitarian Division of

UNOSOM involving United Nations agencies, non-governmental organizations and the UNOSOM II force command. Some of the specific issues that have been addressed by the group include developing early warning arrangements; ensuring availability of contingency stocks; identification of key facilities, installations and routes; and evacuation planning. When Somalia was faced with a health emergency resulting from an outbreak of cholera, concerned organizations were able to put into place an effective coordination mechanism to ensure prompt response. This resulted in a relatively low fatality rate, although the disease had spread rapidly to many parts of the country.

692. While efforts to respond to emergency requirements continue throughout the country, assistance for rehabilitation and reconstruction is being directed to those regions where stability and security have been attained. In response to the call in the Addis Ababa declaration for Somali initiatives to facilitate reconstruction and rehabilitation, the Somalia Aid Coordination Body (SACB) was established and a plan of action for the first half of 1994 was adopted. Multi-donor missions have begun a series of visits to regions meeting the criteria established by SACB. In view of the long-term nature of reconstruction and development activities, the United Nations Development Office in Somalia has been transferred from UNOSOM to UNDP. It will be expected to provide institutional support and policy analysis to a future Somali administration.

693. The international response to the humanitarian requirements in Somalia has on the whole been generous, and many lives have been saved. In spite of the gains registered, however, the situation remains fragile. In the final analysis, only a lasting political settlement will provide a basis for overcoming the security difficulties which continue to stand in the way of the challenging task of rebuilding this devastated country.

3. THE FORMER YUGOSLAVIA

694. The increasingly complex situation in the former Yugoslavia has continued to demand the attention and resources of the international community and of the United Nations. In the past year, the Organization has continued to carry out a multiplicity of mandates in an environment characterized by vicious cycles of death and destruction, by the intermittent flare-up of conflicts and by the inevitable vicissitudes in the search for a peaceful negotiated solution to current conflicts.

695. The efforts of the Organization include preventive diplomacy and deployment in the former Yugoslav Republic of Macedonia; peacemaking in support of the search for negotiated solutions to the conflicts that have erupted elsewhere in the former Yugoslavia; an extensive range of peace-keeping tasks; efforts to bring to trial those guilty of war crimes; a major humanitarian operation; and the first steps towards reconstruction and rehabilitation.

Preventive diplomacy and deployment

696. In the former Yugoslav Republic of Macedonia, the presence of UNPROFOR has made a significant contribution to stability and has certainly raised the political price of any external attack upon the territorial integrity of the Republic. However, UNPROFOR perceives the more likely sources of violence and instability to be internal and has, pursuant to Security Council resolution 908 (1994), begun to lend its good offices to the Government.

697. In the past year, my Special Representative, Mr. Cyrus Vance, has continued his efforts on my behalf to resolve the differences between Greece and the former Yugoslav Republic of Macedonia.

698. On 10 March 1994 at Geneva, the Special Representative began a series of intensive parallel meetings with the parties that extended from that time until July 1994. In the course of those meetings, my Special Representative gave the parties a draft accord confirming the existing common frontier as an international border and establishing measures for confidence-building, friendship and neighbourly cooperation. A later attempt to advance the process by achieving preliminary agreement on a limited number of issues, including the question of the frontier between the parties, the interpretation of the Constitution of the former Yugoslav Republic of Macedonia and the question of hostile activities and propaganda and the "counter-measures" adopted by Greece — with other issues deliberately being left to a second phase — did not obtain the agreement of the parties.

699. Between 10 and 13 July, Mr. Vance met with the Foreign Ministers of Greece and the former Yugoslav Republic of Macedonia. Discussions concentrated on the principal difference of substance between the parties — the formal name by which the former Yugoslav Republic of Macedonia would be recognized by all States. Various proposals that had been previously advanced, as well as a number of new ideas, were reviewed thoroughly with each party. The delegation of the former Yugoslav Republic of Macedonia noted the requirements of their electoral calendar, and both parties agreed to resume discussions with the Special Representative in the autumn of 1994. I informed the Security Council about these developments and my own meetings with the two Ministers in a letter dated 5 August 1994 (S/1994/978).

Peacemaking

700. Since my last report, the International Conference on the Former Yugoslavia, established in August 1992, has continued to provide a permanent negotiating forum for arriving at a political solution to the various problems arising from the dissolution of the former Yugoslavia. The Steering Committee of the Conference is at present co-chaired by Thorvald Stoltenberg, representing the United Nations, and Lord Owen, representing the European Union. Separately, since January 1994, Mr. Yasushi Akashi has been serving as my Special Representative for the former Yugoslavia and Chief of Mission of UNPROFOR.

701. In September 1993, the peace plan for Bosnia and Herzegovina negotiated by the Co-Chairmen was not accepted by the parties. Since February 1994, efforts towards a negotiated settlement have received a new impetus with the establishment of a Contact Group consisting of France, Germany, the Russian Federation, the United Kingdom of Great Britain and Northern Ireland and the United States of America. On 6 July at Geneva, the Contact Group presented a map for an overall Bosnian political settlement to the Bosnian parties. The map allocated approximately 51 per cent of the territory of Bosnia and Herzegovina to the Bosniac-Croat Federation and 49 per cent to the Bosnian Serbs. The Bosnian parties were asked to respond formally to the map by 19 July. The Parliament of the Republic of Bosnia and Herzegovina on 18 July indicated its acceptance of the plan while the Bosnian Serb authorities rejected it on three occasions, prompting the Contact Group to consider further measures to exact Serb compliance.

702. In early August, the authorities of the Federal Republic of Yugoslavia (Serbia and Montenegro) severed economic and political relations with the Bosnian Serb leaders and took measures to cut off telecommunications between the Federal Republic of Yugoslavia (Serbia and Montenegro) and Bosnian Serb-controlled territory, to deny visits to the Federal Republic of Yugoslavia (Serbia and Montenegro) by Bosnian Serb officials and to close the 300-mile border to all traffic except for food, clothing and medical assistance.

703. In an effort to persuade the Bosnian Serb authorities to accept the Contact Group map, at my request, Mr. Stoltenberg went to Belgrade and Pale on 12 and 13 August. Regrettably, Bosnian Serb authorities reiterated that they could not accept the Contact Group map unless certain requirements were met. This position was recently reaffirmed by a referendum which took place in Bosnian Serb-held territory on 27 and 28 August.

704. In Croatia, the conclusion of a comprehensive cease-fire agreement at Zagreb on 29 March 1994 was widely received as a positive step. However, the lack of progress towards normalization of relations between the Croatian authorities and the local Serb authorities in the United Nations Protected Areas, including, in particular, the normalization of economic relations as a first step, remains a cause of concern.

705. Various factors have determined what it has been possible to achieve in the former Yugoslavia. These include the specific mandates given by the Security Council, the resources available for their implementation and the will and the cooperation of all parties involved. Yet the fact remains that the mandate of the Organization in the former Yugoslavia is to help alleviate the consequences of the conflict, particularly by providing humanitarian relief to suffering civilians, and to facilitate in various forms the efforts of all parties to reach a negotiated solution. While the Organization has consistently attempted to fulfil this mandate, the presence of the United Nations *per se* cannot ensure such a solution.

706. I stand firm in my conviction that a durable solution to the problems plaguing the former Yugoslavia can only be reached by peaceful means. Any settlement imposed on one side or the other by military means might, at best, result in a temporary halt of hostilities and would eventually draw the international community into even more troubled waters. In a letter to the President of the Security Council dated 24 July, I gave an indication of the recommendations I expected to make to the Security Council if the Bosnian parties agreed to the proposals of the Contact Group or, alternatively, if they failed to agree to them.

Peace-keeping

707. The challenges to peace-keeping both in Croatia and in Bosnia and Herzegovina have continued to be formidable and have increased in number and in complexity. The toll on United Nations troops has been heavy: as of 16 August, a total of 105 UNPROFOR personnel had lost their lives since 1992, many as a result of hostile fire, while a further 1,100 had been injured. During the past year, the Security Council has twice extended the mandate of UNPROFOR at my suggestion, on 4 October 1993 and 31 March 1994. UNPROFOR now has a total of 38,000 military personnel — almost 14,000 more than a year ago, but still nearly 7,000 short of its authorized strength. It is by far the largest peace-keeping operation in the history of the United Nations. The current cost of the military operation, excluding humanitarian assistance needs, is budgeted at $153 million per month, representing over $5 million a day.

Regrettably, the financial difficulties affecting the operation have not eased.

708. In the absence of substantive progress towards peace, several troop-contributing countries have continued to raise the possibility of reassessing their participation in UNPROFOR. Such calls have coincided with critical junctures in the peace process, which in turn coincided with the recrudescence of military operations on the ground. Troop-contributors have in particular indicated their intention to withdraw their peace-keepers in the event that the international arms embargo on the former Yugoslavia imposed by the Security Council in its resolution 713 (1991) were lifted with regard to the Republic of Bosnia and Herzegovina.

709. In the absence of an overall peace agreement in both Croatia and Bosnia and Herzegovina, the role of UNPROFOR in the former Yugoslavia has proved to be complex. The Force acquired responsibilities and became involved in undertakings that were not foreseen when the Security Council first established it in resolution 743 (1992). In responding to the rapid evolution of events, the Council has adopted 58 resolutions and issued almost as many Presidential statements relating to the former Yugoslavia, all of which have had an impact on the functioning of the Force.

710. Although much remains to be accomplished, UNPROFOR has contributed significantly to a reduction of hostilities. In Croatia, as stated above, the cease-fire agreement of 29 March 1994 has not resulted in progress towards a long-term political solution. UNPROFOR has yet to implement other crucial parts of its mandate — the demilitarization of the United Nations Protected Areas (UNPAs), the return of refugees and displaced persons to their homes, the restoration of Croatian authority in the UNPAs and the "pink zones" and the establishment of border controls. Recent actions by demonstrators from the Association of Displaced Persons of Croatia, with the apparent cooperation of local Croatian police, to obstruct crossing points into the UNPAs have further undermined the functioning of UNPROFOR. On 11 August, the Security Council issued a Presidential statement (S/PRST/1994/44) in which such blockades were labelled "inadmissible" and called on the Zagreb authorities to facilitate unimpeded access to all 19 checkpoints, as agreed in the cease-fire accord achieved in March. These checkpoints are now open.

711. In Bosnia and Herzegovina, the main achievement of UNPROFOR has been to keep the Sarajevo airport open and to provide humanitarian relief throughout the Republic. In the aftermath of the tragic deaths resulting from the shelling of a crowded market in Sarajevo in February 1994, an effective cease-fire was negotiated by UNPROFOR with the support of the North Atlantic Treaty Organization (NATO) which ended the shelling of Sarajevo and the targeting of its civilian population. These efforts freed the population of that city from direct military attack for the first time since April 1992. In late July, however, the situation in Bosnia and Herzegovina, and particularly in Sarajevo, began to deteriorate, with a resumption of widespread sniping, the intermittent closure of Sarajevo airport to humanitarian aid flights, blockades of humanitarian aid convoys, restrictions on the freedom of movement of UNPROFOR, the closing of a major access road through Sarajevo and repeated violations of the 20-kilometre heavy weapons exclusion zone.

712. I remain concerned that the renewed military offensives in the central and north-eastern parts of the country that commenced in mid-August could evolve into a widespread conflict in Bosnia and Herzegovina and perhaps beyond. The prospect that the warring parties in Croatia will resume hostilities also cannot be discounted, particularly if the present opportunity for peace in Bosnia and Herzegovina is lost.

713. Another major development was the cease-fire agreement between the Government of the Republic of Bosnia and Herzegovina and the Bosnian Croat party and the framework agreements signed in Washington on 1 March 1994. These agreements have effectively ended the hostilities between the Bosnian Muslim and Bosnian Croat communities and appear to contain potential for a durable peace. The presence of UNPROFOR has been essential for the gradual reduction of tensions between the two communities.

714. Thus, despite the limitations of its mandate and military resources, UNPROFOR has played a major stabilizing role and contributed to normalizing the situation, particularly in and around Sarajevo and along the confrontation lines in both Croatia and Bosnia and Herzegovina. In discharging its mandate UNPROFOR has used the traditional peace-keeping techniques of interposing troops and monitoring compliance through deployment among, and cooperation with, the parties.

715. At the same time, these techniques have had mixed results in relation to the "safe areas", where the expectations of the Government differ considerably from the actual ability of UNPROFOR to keep these areas safe. Moreover, the possibility of using air power in and around the safe areas has led to the placing of conflicting demands on UNPROFOR that it could not reasonably fulfil without jeopardizing its security, impartiality and ability to implement its overall mandate. While it must be remembered that this mandate was not to defend territory but to protect, by

its presence, the civilian population in the safe areas, UNPROFOR's experience with the safe area concept shows that it can only work in a purely humanitarian context.

716. Given the overall situation, UNPROFOR's achievements have been substantial. However, a peace-keeping force such as UNPROFOR cannot indefinitely preserve such achievements or ensure compliance with partial cease-fires, military exclusion zones and ultimatums issued by regional organizations unless, at minimum, progress is made towards an agreement on a comprehensive cessation of hostilities leading to substantive political negotiations on an overall settlement. Peace-keeping cannot be and never will be a substitute for a political solution to a conflict.

Human rights and war crimes

717. In August 1992, the United Nations Commission on Human Rights convened a special session, the first ever in its history, on the human rights situation in the former Yugoslavia. The Commission asked the Chairman to appoint a Special Rapporteur to investigate firsthand the human rights situation in the former Yugoslavia, in particular within Bosnia and Herzegovina, to make recommendations for ending human rights violations as well as for preventing further occurrences and to gather information systematically on possible human rights violations which may constitute war crimes.

718. The Special Rapporteur, Mr. Tadeusz Mazowiecki, has conducted a number of missions to the former Yugoslavia and submitted regular reports to the Commission on Human Rights that were also made available to the General Assembly and the Security Council. In eight reports, the Special Rapporteur assessed the human rights situation in Croatia, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia and the Federal Republic of Yugoslavia (Serbia and Montenegro), drawing attention to the widespread abuse of the fundamental rights of residents in those States, as well as to more specific situations such as Gorazde and the displacement of Muslims in Mostar. In the former Yugoslav Republic of Macedonia, the Special Rapporteur noted the very difficult situation of the country, being caught between sanctions against the Federal Republic of Yugoslavia (Serbia and Montenegro) and the economic embargo imposed by Greece. The Special Rapporteur did not visit the territory controlled by the Bosnian Serbs.

719. In the period under review, the Commission of Experts established pursuant to Security Council resolution 780 (1992) concluded its work. In its final report submitted to the Security Council on 27 May 1994 (S/1994/674), the Commission concluded that grave breaches of the Geneva Conventions and other violations of international humanitarian law had been committed in the territory of the former Yugoslavia on a large scale.

720. One major development has been the establishment of the International Tribunal for the Prosecution of Persons Responsible for Serious Violations of International Humanitarian Law Committed in the Territory of the Former Yugoslavia since 1991. Eleven judges were elected by the General Assembly as members of the International Tribunal for a four-year term: Mr. Georges Michel Abi-Saab (Egypt), Mr. Antonio Cassese (Italy), Mr. Jules Deschênes (Canada), Mr. Adolphus Godwin Karibi-Whyte (Nigeria), Mr. Germain Le Foyer de Costil (replaced, following his resignation, by Mr. Claude Jorda) (France), Mr. Li Haopei (China), Ms. Gabrielle Kirk McDonal (United States of America), Ms. Elizabeth Odio-Benito (Costa Rica), Mr. Rustam S. Sidhwa (Pakistan), Sir Ninian Stephen (Australia) and Mr. Lal Chad Vohrah (Malaysia). The judges of the Tribunal took office in November 1993. Mr. Antonio Cassese was elected President of the Tribunal.

721. The Tribunal has so far held four sessions at The Hague, in the course of which the judges have adopted the Rules of Procedure and Evidence governing the legal process from the investigation and pre-trial to the trial and post-trial stage, including the rights of suspects and accused and the protection of victims and witnesses; the Rules Governing the Detention of Persons Awaiting Trial or Appeal; and the Rules on the Assignment of Counsel to suspects and accused recognized as indigent.

722. By its resolution 936 (1994) of 8 July 1994, the Security Council appointed Mr. Richard J. Goldstone (South Africa) as Prosecutor of the International Tribunal. Mr. Goldstone took office on 15 August 1994. The Prosecutor's Office, with the assistance of personnel contributed by Governments, is now fully engaged in investigations and preparations of indictments, and it is expected that by the end of the year the first indictments will be submitted for confirmation.

Humanitarian operations

723. As a political solution to the crisis in the former Yugoslavia continues to elude a succession of diplomatic efforts, the international community has been called upon to sustain an unparalleled humanitarian operation to address the basic needs for survival of an ever-growing number of persons affected by conflict. The number of persons in need of humanitarian assistance now exceeds 4 million. Of these, 2.7 million are within the borders of Bosnia and Herzegovina. It is most encouraging that many nations with different interests have been able to respond collectively with commitment and generosity to the various appeals for humanitarian aid.

724. Humanitarian assistance is being brought to those in need through a variety of ways, including the UNHCR-coordinated airlift operation to Sarajevo and by land convoys throughout Bosnia and Herzegovina and other parts of former Yugoslavia and airdrops in those areas under siege that are not accessible by road.

725. In October 1993, with winter approaching and hostilities continuing, the United Nations launched yet another consolidated inter-agency appeal for humanitarian assistance programmes. Notwithstanding the many problems constraining the delivery of humanitarian assistance and the increasing obstacles to the security, freedom of movement and access of humanitarian personnel and operations, the humanitarian effort succeeded against tremendous odds to enable those in need to survive a second winter.

726. The most recent consolidated inter-agency appeal for humanitarian assistance programmes in the former Yugoslavia was launched jointly by the Department of Humanitarian Affairs and UNHCR on 11 May 1994. The appeal covers emergency relief assistance during the period from 1 July to 31 December 1994. The appeal makes it clear that the humanitarian emergency continues and, consequently, that the urgent humanitarian needs of over 4 million people must remain a priority. Out of a total projected need of $721 million, $566 million was pledged.

Reconstruction and rehabilitation

727. In its resolution 900 (1994), the Security Council provided for the appointment of a Special Coordinator to oversee efforts aimed at restoring normal conditions of life for the population of Sarajevo. Mr. William Eagleton was appointed in mid-April and is now coordinating a plan of action for the rehabilitation and reconstruction of Sarajevo, adopted at a special conference convened at Vienna on 24 and 25 May 1994. In mid-June I convened a pledging conference for potential donors at which commitments were received amounting to nearly $70 million.

F. Cooperation with regional organizations

728. In my report entitled "An Agenda for Peace" (A/47/277-S/24111), it was noted that in many cases regional arrangements or agencies possessed a potential that should be utilized in serving the functions of preventive diplomacy, peace-keeping, peacemaking and post-conflict peace-building. For this reason, "An Agenda for Peace" recommended greater involvement of regional arrangements and organizations in the peace-related activities of the United Nations. Member States have supported these recommendations. On 28 January 1993, the Security Council invited regional arrangements and organizations to give priority consideration to the study of ways and means of strengthening their structures and functions to correspond to the concerns of the United Nations in the field of international peace and security (see S/25184).

729. The positive replies received to that invitation from numerous regional arrangements and organizations will assist in putting together a set of principles governing cooperation between them and the United Nations, including, it is hoped, a greater sharing of responsibility. In its resolution 48/42 of 10 December 1993, the General Assembly welcomed my efforts to develop a set of guidelines governing cooperation between the United Nations and regional organizations.

730. In New York, on 1 August 1994, I convened a meeting between the Secretary-General and heads of regional organizations, the first meeting of its kind.

731. The purpose of the meeting was to assess cooperation between the United Nations and regional arrangements and organizations with a view to further enhancing it in the future. The meeting was attended by the Commonwealth of Independent States, the Commonwealth Secretariat, CSCE, EU, the League of Arab States, NATO, OAU, OAS, the Organization of the Islamic Conference and the Western European Union. The Economic Community of West African States (ECOWAS) was invited but was unable to attend. The participants were in broad agreement that primary responsibility for the maintenance of international peace and security remains with the Security Council. At the same time, participants acknowledged the desirability of decentralizing some tasks, under a United Nations mandate. In the view of many delegations, the key to closer cooperation and coordination between the United Nations and regional organizations was a smooth and constant exchange of information on emerging crises at a sufficiently early stage.

732. Training of peace-keeping personnel from regional organizations, coordination of command and control for joint peace-keeping operations and coordination of implementation and verification of sanctions under Chapter VII of the Charter were among the topics considered.

733. In the meantime, mechanisms of consultation and cooperation are being strengthened between the United Nations and regional arrangements and organizations. Such progress can be seen in: the early association of OAU, the Organization of the Islamic Conference and the League of Arab States with UNOSOM; the periodic high-level consultations I have held with the Ministerial Contact Group of the Organization of the Islamic Conference on Bosnia and Herzegovina; United Nations cooperation with ECOWAS in a solution to the conflict in Liberia, through the estab-

lishment of the United Nations Observer Mission in Liberia (UNOMIL); and the periodic consultations between the Organization of the Islamic Conference and United Nations secretariats in regard to efforts to bring peace to Afghanistan.

1. COOPERATION BETWEEN THE UNITED NATIONS AND THE ORGANIZATION OF AMERICAN STATES

734. Relations between the United Nations and OAS continued to be strengthened, pursuant to General Assembly resolution 47/11 of 29 October 1992. As a result of this relationship, Mr. Dante Caputo was appointed both by the Secretary-General of OAS and by me as the Special Envoy for Haiti on 11 December 1992 and 13 January 1993, respectively. Mr. Caputo, who continues in this capacity, reports to both organizations. Collaboration continues with OAS on Haiti (see paras. 529-540 above), as well as in several other areas, including humanitarian affairs, human rights, and political, legal, economic, social and cultural affairs. In this regard, the second general meeting between representatives of the United Nations and OAS was held at OAS headquarters in May 1993 and a sectoral meeting on natural disasters management in the Americas was held in Barbados in April 1994. Representatives of both organizations continue to participate in each other's meetings and conferences and exchange information on matters of mutual interest. The Acting Secretary-General also participated in my meeting with heads of regional organizations on 1 August 1994.

2. COOPERATION WITH THE ORGANIZATION OF AFRICAN UNITY

735. The United Nations and OAU have a long-standing history of cooperation in preventive diplomacy and peacemaking in Africa. I consult frequently and regularly with the Secretary-General of OAU on key African issues with a view to coordinating initiatives and actions in efforts to prevent and resolve conflicts in Africa. The United Nations and OAU have cooperated on the question of regional peace and security with respect to South Africa and Somalia, as well as Liberia, Burundi and Rwanda, among others. In South Africa, the observer missions deployed by the two organizations cooperated closely in efforts to facilitate the reduction of political violence and the democratization process in the country, including the elections, which were held from 26 to 29 April 1994 (see paras. 778-787 below).

736. During the past year, the United Nations provided to the OAU secretariat on a short-term basis the services of senior United Nations staff. The staff assisted OAU in the preparation of documentation on the financial, logistical and administrative requirements of OAU peace-keeping operations, as well as on the establishment of a secretariat that would support and service the Central Organ of the OAU Mechanism for Conflict Prevention, Management and Resolution.

737. In the context of post-conflict peace-building, the two organizations have also begun to cooperate in the monitoring of democratic change, with particular attention to electoral observation. OAU has become a member of the Electoral Assistance Information Network established in October 1992 and coordinated by the United Nations. The two organizations have cooperated effectively in the observation of elections, most recently in Eritrea, Malawi and South Africa. The United Nations also provides to OAU various forms of technical assistance, including advice, financing and electoral materials.

738. During the Assembly of the Heads of State and Government of OAU, held at Tunis from 13 to 15 June 1994, I had the opportunity to meet with many African leaders and to exchange views with them on priority issues of common concern. The discussions included the general political and economic situation in Africa, as well as specific issues concerning, among others, Angola, Burundi, Liberia, Mozambique and Somalia.

3. COOPERATION IN THE EUROPEAN AREA

739. During the past year, cooperation has been strengthened with regional organizations in the European area. The United Nations has had occasion to work closely with NATO on certain aspects of the military operations of UNPROFOR in Bosnia and Herzegovina. Elsewhere, efforts have been made to broaden cooperation with CSCE, particularly in relation to the situation in Abkhazia, Republic of Georgia. The United Nations Observer Mission in Georgia (UNOMIG) also cooperates with the peace-keeping force of the Commonwealth of Independent States. In addition, the United Nations and CSCE have held discussions at Geneva on human rights and economic developments in Europe.

G. Disarmament

740. In my last report on the work of the Organization, I emphasized the importance of maintaining the momentum created by the many positive breakthroughs in the field of disarmament. Efforts to halt the unrestrained flow of arms and proliferation of weapons of mass destruction are a priority on the international disarmament agenda, especially in the light of the frightening expansion of regional and subregional conflicts. Despite continued threats to international peace and security in different parts of the world, cooperation on disarmament was not only maintained but significantly enhanced by concerted actions and initiatives of Member States.

741. The consensus reached in many areas of arms limitation and disarmament at the forty-eighth session of the General Assembly clearly indicated the resolve of the international community to continue effectively to pursue genuine disarmament.

742. A unanimously adopted resolution in which the General Assembly called upon all States to support multilateral negotiations on a comprehensive nuclear test-ban treaty (resolution 48/70 of 16 December 1993) provided the Conference on Disarmament with strong political support as it began priority negotiations on such a treaty. I note with satisfaction that the participants at the Conference have since embarked on serious negotiations for a universal, multilaterally and effectively verifiable treaty. Such a treaty would have a significant impact on the non-proliferation of nuclear weapons, on the process of nuclear disarmament and, consequently, on the enhancement of international peace and security.

743. A new important initiative on banning the production of fissile materials for nuclear weapons or other nuclear explosive devices also received consensus support. A non-discriminatory multilateral and internationally and effectively verifiable treaty banning the production of fissile materials for nuclear weapons or other nuclear explosive devices would be a significant contribution to the global disarmament effort.

744. These developments, together with further efforts to develop effective measures or arrangements to ensure non-nuclear-weapon States against the use or threat of use of nuclear weapons, have enhanced the prospects for the 1995 Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons. The Treaty continues to play a crucial role in preventing the further spread of nuclear weapons. Its term in force should be extended indefinitely and unconditionally.

745. I am gratified that Kazakhstan has ratified the Treaty, following the example of Belarus. It is hoped that Ukraine will very soon become a non-nuclear State party to the Treaty. All actions that contribute to the stability of the international nuclear non-proliferation regime are to be encouraged. In this context, ongoing efforts to find solutions with the Democratic People's Republic of Korea are of value to the entire international community.

746. With respect to other weapons of mass destruction, the Preparatory Commission for the Organization for the Prohibition of Chemical Weapons has undertaken pioneering work in its preparation for the implementation of the Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction. In a related field, the Conference of States parties to the Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on Their Destruction will convene this September to consider approaches to further strengthening the implementation of the Convention.

747. Regional measures have a significant role to play in the disarmament effort. In this context, I particularly wish to commend the work that has made it possible to finalize the draft treaty on a nuclear-weapon-free zone in Africa. I am similarly gratified by the efforts of the countries of Latin America and the Caribbean in the process of consolidation of the regime established by the Treaty for the Prohibition of Nuclear Weapons in Latin America and the Caribbean (Treaty of Tlatelolco), which is in force now for 27 out of 33 States in the region.

748. The problem of conventional arms proliferation is becoming more and more evident. It has long been recognized that uncontrolled arms transfers could have considerable implications for international security. Increased openness and transparency in military matters continue to be important aspects of international efforts to enhance trust and confidence among States, to help reduce the occurrence of dangerous misperceptions of intentions and thus to contribute to security and stability at the global and regional levels.

749. The Register of Conventional Arms is an important element in those endeavours. As is evident from the replies submitted by Governments during its first two years of operation, there is a significant level of continuity in reporting to the Register. With the participation of over 80 States this year, again including most major arms supplier and recipient States, the Register has embarked upon an encouraging path. Nevertheless, for the Register to be developed into a universal and non-discriminatory mechanism, wider participation is essential.

750. Furthermore, the Register's effectiveness could be greatly helped by efforts at the regional and subregional level to promote transparency in those areas that have a particular bearing on the security concerns of the States in those regions. These efforts could reinforce and complement the global Register. The value of the Register could be increased even further if, in addition to providing transparency in international arms trade, the scope of the Register were expanded as early as possible to include data on military holdings and procurement through national production. In this context, I believe that periodic reviews of the continuing operation of the Register and its further development are important and should be conducted as recommended by the Group of Governmental Experts on the continuing operation and further development of the

Register of Conventional Arms in its recently concluded report.

751. As debate in the various disarmament forums has shown, Member States continue to give consideration to the issue of the transfer of dual-purpose technology. I am encouraged by this development, and I urge countries to continue to make comprehensive proposals on this issue of global import. In order to be effective, these proposals should be based on the understanding that any attempts to prevent the misuse of technology for military purposes should be guided by an awareness of the need to prevent the obstruction of legitimate development opportunities.

752. As I have underlined in my report on new dimensions of arms regulation and disarmament in the post-cold-war era (A/C.1/47/7), the implementation of disarmament agreements requires an environmentally sound and safe system for the storage and destruction of weapons material. This is all the more crucial in connection with the substantial quantities of materials usable for nuclear weapons that are now available. I am very concerned about recent incidents that indicate that the safety and security of such materials is not being ensured and that an illicit market in them may have been established. I accordingly urge that unilateral or multilateral measures be taken to ensure that nuclear material is safely and securely stored.

H. Post-conflict peace-building

753. Post-conflict peace-building means action to identify and support structures designed to strengthen and consolidate peace. Peace-building actions often start prior to the end of a conflict, to hasten the establishment of peace on firm foundations. For this reason, the most immediate task of peace-building is to alleviate the effect of war on the population. This task includes the repatriation and reintegration of refugees, mine clearance and disarmament. In many cases, the United Nations embarks upon electoral assistance projects to help strengthen the peace.

1. THE REPATRIATION AND REINTEGRATION OF REFUGEES

754. The size of the total population of concern to the Office of the United Nations High Commissioner for Refugees, headed by Mrs. Sadako Ogata, has reached nearly 23 million persons in 143 countries. This includes 16.4 million refugees, as well as some 3.6 million internally displaced persons and another 3 million persons of humanitarian concern. Up to 80 per cent of the world's refugee population consists of women and children. Nearly 40 per cent of all refugees recorded at the end of 1993 were in Africa and slightly over 30 per cent in Asia. Latin America and Oceania each hosted 1 per cent or less of the world's refugees. As of early August 1994, the countries hosting the largest UNHCR-assisted populations were Bosnia and Herzegovina (2.7 million), the Islamic Republic of Iran (2.5 million), Pakistan (1.5 million) and Zaire (1.1 million). A total of some $1.19 billion was contributed to the general and special programmes of UNHCR in 1993. An estimated $1.2 billion is required for 1994.

755. UNHCR has continued its efforts to respond rapidly to refugee flows, while simultaneously promoting solutions and, when possible, addressing the causes of flight through preventive action. Given the current scale of refugee movements worldwide, the traditional emphasis on asylum as the sole response to refugee crises has been increasingly complemented by a focus on solution-oriented and preventive operations in countries of origin.

756. An unprecedented number of new emergencies, notably in the Caucasus, Central Asia and parts of Africa, most recently in Rwanda, has stretched UNHCR's capacity in terms of both human and financial resources. These emergencies have also placed an enormous burden on countries of asylum, many of which are among the poorest in the world. Most recently, beginning in April 1994, hundreds of thousands of Rwandan refugees streamed into the United Republic of Tanzania in flight from the massive carnage in their country of origin. As a result of the refugee outflows provoked by the events of October 1993 in Burundi and those in Rwanda from April 1994 onwards, UNHCR has been involved in assisting more than 2.2 million victims in the United Republic of Tanzania, Zaire, Uganda, Burundi and Rwanda.

757. More positively, an important feature of UNHCR's solution-oriented approach has been exemplified by voluntary repatriations. Some 1.8 million refugees returned to their countries of origin in 1993, most notably to Afghanistan, Cambodia, Ethiopia, Myanmar, Mozambique and Somalia, where they received assistance from UNHCR.

758. However, many of today's returnees are going home to countries devastated by years of war and, in some instances, to countries where conflict is still occurring. In such cases, the planning and implementation of development activities and the provision of immediate relief assistance need to be executed in a mutually reinforcing manner in order to build the foundation for peace and stability.

759. To facilitate reintegration under often adverse circumstances, quick-impact projects have been used by UNHCR as an innovative way to provide assistance to returnees and their communities in Central America, Cambodia, Mozambique and Somalia. Such projects can provide a foundation for community development even while relief assistance continues. Quick-impact projects are of limited

value, however, if divorced from longer-term development initiatives, which are needed to ensure their sustainability. There is therefore a need from the outset for UNHCR cooperation with United Nations development agencies, in particular UNDP, the Bretton Woods institutions and non-governmental partners, in order to bridge the gap between relief activities and longer-term development and to ensure sustainable reintegration.

760. As part of its efforts to promote repatriation and ease reintegration, UNHCR has drawn attention to the seriousness of the problem of land-mines. UNHCR has called for an international ban on the production, sale and use of these weapons, which continue to maim and kill civilians indiscriminately long after the cessation of hostilities. UNHCR has also been active in encouraging coordination of mine-clearance activities and has participated in consultations under the aegis of the Department of Humanitarian Affairs aimed at establishing a framework for addressing the land-mine problem.

761. The growing scale of coerced displacement has led UNHCR to place increasing emphasis on action to prevent or mitigate refugee crises. An important part of the preventive efforts of UNHCR has consisted in promotional and institution-building activities such as those it has been carrying out in countries of Eastern Europe and the former Soviet Union. More generally, as the ability to prevent refugee flows and other forms of coerced displacement depends in large measure on respect for human rights, UNHCR has made cooperation with human rights bodies of the United Nations an integral part of its preventive efforts.

762. Another aspect of UNHCR's preventive action has been its growing involvement with internally displaced persons, particularly in situations where there is a link to an existing or potential refugee problem. With the great majority of today's conflicts taking place within rather than between States, UNHCR has been increasingly active in providing protection and assistance to people displaced inside their home countries. Although the overall protection of some 25 million internally displaced persons around the world does not come within the ambit of the mandate of UNHCR, the Office has been protecting and assisting groups of internally displaced persons, at my request and with the consent of the State concerned, in Bosnia and Herzegovina, Georgia, Armenia, Azerbaijan, Tajikistan and Sri Lanka. While being of great humanitarian importance in its own right, such action can also help to eliminate the need for victims of conflict and violence to move across international borders in search of sanctuary.

763. Given the current proliferation of internal conflicts that are likely to lead to further large-scale displacements within and across borders, UNHCR will be increasingly reliant on the collaboration of other components of the United Nations system. Collaboration will be necessary to address the root causes of displacement, to tackle complex emergencies and to promote solutions, notably through repatriation and reintegration in countries of origin.

764. Indeed, UNHCR has increasingly pursued humanitarian objectives within the broader context of conflict resolution and reconciliation efforts by the international community as a whole. In one type of operation, peace-building and humanitarian objectives have formed part of an overall framework for reconciliation and reconstruction, as was the case with the United Nations Transitional Authority in Cambodia (UNTAC) and the United Nations Operation in Mozambique (ONUMOZ). In the former Yugoslavia, on the other hand, UNHCR's humanitarian operation on behalf of refugees, internally displaced persons and war victims has been carried out in close cooperation with UNPROFOR, in the midst of an ongoing conflict. While this collaboration has strengthened the capacity of UNHCR to deliver humanitarian aid, it has also raised the question of how best to preserve the impartiality of humanitarian assistance and to avoid its becoming politically compromised through association with military operations.

765. As the world grapples for peace and security, humanitarian action often seems to be the only response to crisis. Increasingly, the focus of the Security Council, and indeed the very subject of its resolutions, is human suffering and the need for international action to alleviate this suffering. Action in the humanitarian field may provide an expression and outlet for international concern. But humanitarian response without parallel political initiatives cannot solve underlying causes and may, at worst, become a substitute for political action. If the latter is the case, humanitarian operations may themselves become politicized, jeopardizing the impartiality of aid and the safety of humanitarian relief workers. Humanitarian response may be the easiest to agree upon. However, humanitarian action without political support will, in the long term, prove ineffective.

2. Mine clearance

766. The problem of uncleared land-mines continues to complicate the execution of the United Nations mission in a number of countries. Whereas in 1988 the United Nations was involved in only one mine-clearance assistance programme, in Afghanistan, today the number has increased tenfold and further operations can be expected in the near future. The Department of Humanitarian Affairs has continued to exercise its role as focal point, working closely with the Department of Peace-keeping Operations and other concerned Departments and United Nations agencies to develop effective and timely integrated

responses to the urgent humanitarian and operational needs presented in countries with land-mine problems.

767. Where the United Nations has been called upon to play a role, the objectives have been to meet urgent humanitarian access and peace-keeping operational needs and to create national capacities for dealing with the problem. While mine-clearance assistance may be provided within the context of humanitarian operations or integrated peace-keeping/humanitarian missions, the elements of the assistance remain the same. Mine-awareness education must be provided as early as possible to reduce the risks of further injury to the population. Information on the extent and nature of the mine problem must be compiled, a database established and a survey done. Funds must be raised to enable any mine clearance of routes necessary to allow urgent access. Programmes for the training of mine-clearance technicians must be established, national authorities designated or created and programme management training undertaken. The provision of assistance in all elements is not always necessary, and adjustments are made in the light of prevailing conditions. The Department of Humanitarian Affairs has exercised the lead on programming questions on the basis of broad-based consultations, with the Department of Peace-keeping Operations providing technical support.

768. To facilitate the planning, implementation and support of mine-clearance action programmes, the Department of Humanitarian Affairs has established a database containing information about the land-mine situation and United Nations and other efforts to combat it. Country-specific data, as well as general programme and financial data, are maintained in the database, which will serve as a central repository of information for Member States, United Nations agencies and other interested parties.

769. Experience has shown that mine clearance is an activity that fosters national reconciliation by involving hostile parties in a mutually beneficial undertaking, thus reinforcing the confidence necessary for the creation of lasting peace and contributing to economic and social rehabilitation. Local mine-clearing efforts supported by the United Nations in Afghanistan, Cambodia and Somalia have shown positive results and have commanded the respect of the populations concerned. I am confident that similar results will be found in Mozambique and Angola.

770. During the past year, mine-clearance efforts in Afghanistan and Cambodia have proceeded well. After the termination of UNTAC, the Cambodian Mine Action Centre was established as an entity in the Prime Minister's office, in recognition of the important role mine clearance plays in national rehabilitation. In Angola, where there are an estimated 9 to 15 million mines, a Central Mine Action Office was established this spring as part of the Unit for Humanitarian Coordination. It began activities in preparation for a more comprehensive United Nations involvement in the problem. In Mozambique, the Security Council repeatedly urged that the mandate of ONUMOZ in providing mine-clearance assistance be accorded a higher priority. Accordingly, the mine-clearance plan was revised in May, when the United Nations Office for Humanitarian Assistance Coordination took on an active implementing role in an effort to ensure that a national capacity could be built before the expiry of the ONUMOZ mandate. Mine-clearance efforts undertaken by the Government of El Salvador with the cooperation of the United Nations were declared completed in January. In Georgia, however, the United Nations is just beginning to address the mine problem, which is one of the elements impeding the return of refugees and displaced persons. There are also serious problems in parts of the former Yugoslavia and Rwanda that cannot be adequately addressed until peace is achieved.

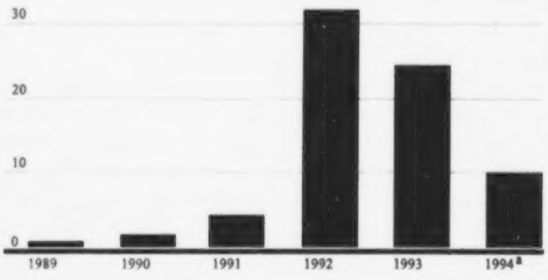
771. While inroads have been made in providing mine-clearance assistance to those in need, the problem is massive. Some 110 million mines remain buried and an estimated 2 to 5 million more were laid last year alone, while only about 100,000 have been removed during the same period. It is clear that if future generations are to have any relief from this egregious humanitarian burden, the international community must take measures to limit the production, use and sale of anti-personnel land-mines, with a view to achieving a complete ban. The efforts of the General Assembly at its forty-eighth session to call for a moratorium on export, and the work of the Group of Governmental Experts examining the 1980 Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects and its protocol on land-mines, are welcome first steps in this regard.

3. ELECTORAL ASSISTANCE

772. Since January 1992 and up to the end of June 1994, the United Nations system has received requests for electoral assistance from 52 Member States (see fig. 18). Of those Member States requesting assistance, 29 were from Africa, 10 from Eastern Europe, 12 from Central and South America and one from Asia.

773. Five of those requests, (Azerbaijan, Belarus, Estonia, Hungary and Latvia) could not be fulfilled owing to lack of lead time between receipt of the request and the scheduled date of elections. The Government of Ghana chose not to accept the United Nations offer to follow and report on the elections. A request from Swaziland for financial aid could not be accepted for lack of funds.

FIGURE 18
Requests by Member States to the United Nations system for electoral assistance, 1989-1994



[a] As at 31 July 1994

774. In the period from September 1993 to June 1994, the United Nations Electoral Assistance Division received 18 new requests, from Belarus, Brazil, Gabon, Honduras, Hungary, Latvia, Madagascar, Malawi, Mexico, Namibia, the Netherlands Antilles, Nicaragua, Panama, the Republic of Moldova, the Russian Federation, Sierra Leone, South Africa and Ukraine.

775. Electoral assistance provided by the United Nations covers a broad range of operations, from the organization and conduct of an electoral process, as was the case in Cambodia, to the supervision of an electoral process, such as in the case of Namibia, to the verification of an electoral process, as in Nicaragua, Eritrea and El Salvador, to the provision of support to national observers, as in Mexico, to the coordination and provision of support to international observers in cases where several countries and intergovernmental or non-governmental organizations have been invited by a Government to send observers for the electoral process and are willing to do so, as was the case in Kenya and Malawi, for instance. In addition, the United Nations undertakes technical assistance missions in electoral matters in such areas as the electoral budget, electoral law, logistics, civic education, training, information and communication.

776. The increase in requests to the Electoral Assistance Division, since its establishment in January 1992, testifies to the importance of electoral assistance for Member States. Two examples of the operations undertaken by the Division this year are provided below.

(a) El Salvador

777. The culmination of the peace process in El Salvador was the peaceful conduct of elections at the presidential, national and local levels on 20 March 1994 and 24 April 1994, under verification by ONUSAL. The elections mark the achievement of a fundamental goal of the Peace Agreement — the transformation of the Frente Farabundo Martí para la Liberación Nacional (FMLN) from an armed movement into a political party integrated into the national political process. Although ONUSAL reported flaws in the organization of the elections, these had no impact on the results. Nor were there any major acts of violence. FMLN accepted the results of the elections despite the several weaknesses in the system which must now be rectified.

(b) South Africa

778. Since December 1989, the policies of the United Nations with regard to South Africa have been guided by the objectives of the Declaration on Apartheid and its Destructive Consequences in Southern Africa, approved by consensus at the sixteenth special session of the General Assembly on 14 December 1989 (resolution S-16/1). The letter and spirit of the provisions of the Declaration were fulfilled with the holding of the elections in South Africa from 26 to 29 April 1993 and the installation of a democratically elected Government of national unity on 10 May 1993. The United Nations played an active role in realizing the objectives of the Declaration.

779. After considering the reports I submitted on the basis of the findings of the Special Envoys I dispatched to South Africa during 1992, the Security Council in its resolution 772 (1992) authorized the deployment of United Nations observers to monitor political violence and to facilitate the process embarked upon by the South African people for the establishment of a united, non-racial and democratic South Africa. The Council anticipated that the deployment of United Nations observers would become the basis for a United Nations role in the electoral process in the country — a role for which the Security Council invited me on 23 November 1993 to accelerate contingency planning (S/26785). On 7 December 1993, the Transitional Executive Council requested the United Nations to provide an adequate number of international observers to monitor the electoral process and to coordinate the activities of the international observers to be provided by the Organization of African Unity, the European Union, the Commonwealth and various Governments.

780. I dispatched a survey team to South Africa on 9 December 1993 to assess the requirements for carrying out the request of the Transitional Executive Council. On 16 December 1993, the Security Council approved the appointment of my Special Representative to South Africa. The Special Representative visited South Africa from 16 to 23 December 1993 to hold consultations with the parties and the officials of the relevant transitional institutions.

781. On the basis of the consultations of the Special Representative and the findings of the survey team, I submitted on 10 January 1994 a report on the question of South Africa (A/48/845-S/1994/16 and Add.1) in which I proposed, *inter alia*, the expansion of the mandate of the United Nations Observer Mission in South Africa (UNOMSA). The report also detailed resource requirements and the modalities for a United Nations role in the electoral process. The Security Council, in its resolution 894 (1994) of 14 January 1994, unanimously agreed with the proposal contained in the report for expanding the mandate and size of UNOMSA to 2,840 observers. With this resolution, UNOMSA assumed coordination of the core group of electoral observers provided by the Organization of African Unity (150), the Commonwealth (120), the European Union (326) and other intergovernmental organizations or Governments. Similarly, the General Assembly, in its resolution 48/233 of 21 January 1994, welcomed the recommendations contained in the report, including the establishment of a special trust fund to finance the participation of additional observers from African and other developing countries during the elections.

782. I submitted an additional report (S/1994/435) to the Security Council on 14 April 1994 to apprise its members of political developments, transitional arrangements and the activities of UNOMSA in the immediate period leading up to the elections. I noted that as of 24 March 1994, more than one month before the elections, all United Nations observers and support staff had been deployed, and that observers would arrive in the country two weeks before the elections. No fewer than 2,120 men and women took part in monitoring the elections, constituting the largest electoral mission ever mounted by the United Nations.

783. On 6 May 1994, the Independent Electoral Commission proclaimed the results of the elections and declared them to have been "sufficiently free and fair". Following a similar endorsement by the international observer missions, I issued a statement welcoming the declaration, expressing appreciation for the accomplishment of UNOMSA, and pledging the continued commitment of the United Nations to South Africa. During my visit to Pretoria for the inauguration of Mr. Nelson Mandela as President of South Africa on 10 May 1994, I underscored the continued support of the United Nations and its agencies and programmes to the achievement of dignity, equal rights and social progress for all the people of South Africa.

784. While the United Nations takes pride in its contribution to the advent of a non-racial democracy in South Africa, it now moves forward to address the huge economic and social disparities resulting from decades of apartheid. The United Nations, in cooperation with the Commonwealth Secretariat and UNDP, is currently working with representatives of the Government of National Unity in South Africa to convene an international donors' conference on human resources development for post-apartheid South Africa. The conference was originally scheduled to be held at Johannesburg from 28 to 30 June 1994, but was postponed until September 1994 at the request of the Government.

785. United Nations involvement will be directed towards the mobilization of international assistance to address the human resources needs of post-apartheid South Africa in the first five years. As a result of contingency planning begun two years ago, organs and agencies of the United Nations stand ready to begin providing assistance to South Africa. Likewise, many Governments, intergovernmental organizations and non-governmental organizations have pledged significant resources to help address pressing needs in the critical areas of education, housing and public health.

786. These pledges are an indication of the strong support in the international community for the democratic process taking place in the country. In this regard, the General Assembly adopted a resolution on 22 October 1994 calling for most sanctions against South Africa to be lifted once a Transitional Executive Council was established (resolution 48/1). The Security Council also decided in its resolution 919 (1994) of 25 May 1994 to end the arms embargo against South Africa which it had instituted in 1963, marking the full return of the country to the international fold.

787. Still, formidable challenges are involved. There is a pressing need to overcome delays in demobilization and in the formation of the unified armed forces and to ensure full logistical support by the Government and the donor community to the electoral process. It is also essential for all parties to undertake a commitment to accept the results of the elections and to embark on the path of national reconciliation, which has become a prevailing trend throughout the entire region.

V. Conclusion: a continuing commitment

788. From the immensity of detail in these pages has emerged a clear direction for our future work. We must attend to the immediate problems of conflict, under all circumstances keeping in mind the aspects of development which must be strengthened. The peoples of the world look to the United Nations as the institution indispensable to the success of these efforts.

789. In my last report, I stated that we had grasped the opportunity to fulfil the original promise of the Charter of the United Nations. In the new international context, we set out together with determination to achieve peace and security, economic advancement and social equity, democracy and human rights. The enormity of tasks undertaken, however, had forced us to acquire a new realism — an awareness that we had embarked upon a long path towards progress which would be marked by both successes and failures.

790. Today, we have a deeper understanding of where the sources of trouble lie in our world. We now know that security involves far more than questions of land and weapons. We further realize that the lack of economic, social and political development is the underlying cause of conflict.

791. As in all cases, recognizing the problem is the first crucial step. Next comes action based upon that recognition — dedicated, determined and sustained action towards development in all of its dimensions. In redefining and bringing to fulfilment a renewed vision of development, we can begin to get at the roots of conflict. In the process, we can create a new system of international cooperation. We can build enduring foundations for a secure, just and creative era for all humanity. This is the primary mission of the United Nations in its second half-century.

792. This great project cannot be fulfilled without a continuing commitment to it on the part of all nations. Such a commitment must rest on a conviction on the part of all peoples of the United Nations that the world Organization is capable of comprehensively addressing global issues of peace, sustainable development and social justice.

793. Such a commitment can be achieved through the process of democratization within States, among States and throughout the international system. Democratization means a guarantee of free participation, and the extent of this process can be measured by the commitment of Member States to participate in the work of the United Nations. Today that commitment is far from satisfactory, as evidenced by the fact that this year only 17 of 184 Member States made good on their assessed financial commitment to the Organization on time. This is a matter of gravely needed resources, but it is more profoundly a matter of setting priorities. The record reveals that full and responsible participation in the United Nations is not a top priority on the agendas of most Member States.

794. Only the expressed will of the people can impress upon their Governments the importance of committed participation. By deepening United Nations involvement with, and responsiveness to, the concerns of grass-roots movements and non-governmental organizations, support for the United Nations can be strengthened from the ground up, as Governments feel the urging of their people for a truly effective and universal United Nations.

795. The acts of the United Nations must carry the authority of the peoples of the world, acting in concert through the States Members of the Organization. Its purposes derive not from the minimum of political consensus, but from the principles of common humanity, the values enshrined in the Charter. The extraordinary challenges and possibilities of this moment in time require the most dedicated and far-reaching response. To this end, Member States must recognize in the United Nations the projection of the will, the interest and the most profound dreams of their citizens.

796. The first-ever meeting held by the Security Council at the level of heads of State and Government, in January 1992, represented a major commitment to the Organization at an important moment in world affairs. The second summit of the Security Council will take place in January 1995, as the United Nations enters its second half-century. The meeting of the General Assembly at the head of State

level in October 1995 will be a historic occasion providing new momentum for the United Nations. Thus the year before us will be a time for reaffirmation and recommitment by the whole world community to employ the United Nations more efficiently, effectively and responsibly across the widest range of global concerns.

797. The realization is dawning that for human beings around the world, in every land and of every background, the United Nations is even more than an instrument of peace, justice and cooperative development among nations: it is the repository of hope for humanity and the future. That hope deserves our deepest continuing commitment.